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School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

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APRIL, 1942

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THE SCHOOLS AND THE WAR

A military expert in drawing a comparison between the soldier of the first world war and the soldier of the present world war recently said: "The American soldier of the present war is taller, stronger, better educated, and by far more efficient than was the soldier of the first world war. All this is due to the American schools that have developed a superior type of young manhood and womanhood. They are physically better equipped to defend the nation against a foreign enemy."

When it is remembered what the educators have accomplished by expanding the service of the public school within the last several decades in the way of health service and vocational training alone, it must be conceded that gratifying results have been obtained.

But there have also been studies which have made for a higher appreciation of our democratic form of government, the rights and privileges we enjoy in contradistinction of totalitarian forms of government, and of the blessings in the American way of life.

Thus we owe a great debt to the American schools. While they primarily aimed at a training of the youth for peace time service, they have also trained for that sturdy manhood which is able to defend the nation in time of danger against foreign foes.

This fact has come home to us in a striking manner and demonstrated to the national authorities that the schools must be kept upon the highest basis of efficiency and service.

The Editor

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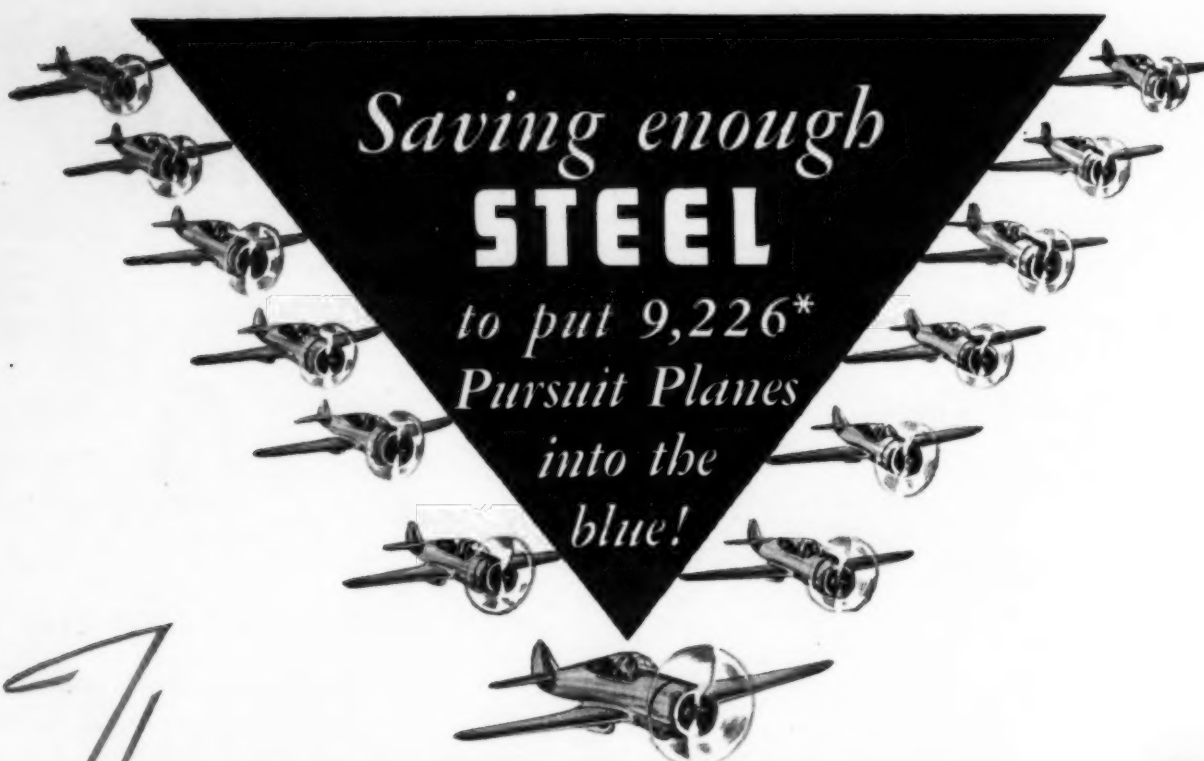
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The contents of this issue are listed in the "Education Index."

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THE AMERICAN School Board Journal

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The Proper Functions of Boards of Education Frank L. Wright, Ph.D.¹

There are a few functions of boards of education which have been mentioned so long and often that they have become trite or hackneyed.

Three such functions are:

1. The first and most important function of any board of education is the selection of the most capable, well-trained superintendent it is possible to secure.

2. The board of education is a legislative or policy-making body; the carrying out of these policies is the duty of the superintendent and his officers.

3. All actions of the board should have as their ultimate objective the promotion of the educational interests of boys and girls.

When these and other functions of boards of education are carefully analyzed, some of the triteness disappears.

Some First Duties

It is probably true that the most important function of a board of education is the selection of a real educational leader as superintendent, but it may not be the first function. It is important that even before a member is elected to a board that he study his duties and improve his qualifications for membership on that board. Then, too, after election, one of the first duties of the board and the superintendent is to assist in the education of the new member. Discovering how to proceed in the selection of a superintendent is an important function of a board. For instance, it is entirely possible that a board may realize that it is incapable of selecting the type of superintendent needed, and will decide to place the selection of a list of candidates in the hands of persons more capable of the selection than are members of the board. Whether a board expects a vacancy in the super-

intendency or not, it should have eligible candidates in mind.

In the selection of a superintendent much responsibility is placed on a group of laymen. They must know something of the characteristics of the outstanding educational leader. They must know a great deal about their community and their schools — more than most board members know — in order to select the best man for this particular position.

As indicated elsewhere, the superintendent should demonstrate a comprehensive philosophy of education, a broad background of culture, distinctive personality, some success as a speaker, friendliness, a sense of humor, decisiveness, diplomacy in his public relations, and democracy in his educational leadership, seeking counsel with his board, teachers, and the public. He should not expect the board or the person-

nel to be wholly dependent on him since he will not always be with the one school system.²

It is evident that the function of selecting such a superintendent of schools by a board of education involves much more than a trite statement of that function.

The second somewhat hackneyed statement of board function to be considered is that "the board of education is a legislative or policy-making body; the carrying out of these policies is the duty of the superintendent and his officers." It would seem that the board of education is more than a legislative body; it is also a somewhat judicial body. At any rate, it must evaluate individuals and activities. At this point there is probably some difference of opinion between the superintendent and members of the board.

Board Judgment of Superintendent

The superintendent might say — and often properly so — that it is not the function of the board to evaluate the administrative and teaching personnel nor the educational materials and activities provided for the schools. It should be understood that whether or not members of the board are capable of evaluating, they will nevertheless pass judgment on individuals and activities related to the schools. This, no doubt, is the reason that boards of education have been accused of "harmful interference with school operations," of being the "chief obstacles to educational progress," and of frequently standing between expert administrators and the public without adequately representing either."

If, as one authority believes the school board today "tends to attract high-minded successful business and professional men and women" who



¹Head of Department of Education, Washington University, St. Louis, Mo.

— Photo, Ellis O. Hinsey.

²Frank L. Wright, "The Superintendent and the Board of Education," AMERICAN SCHOOL BOARD JOURNAL, September, 1937, p. 21.

are "interested in civic and educational welfare" and that the board "represents the highest type of local government yet developed in a democracy," one ought to be willing and anxious to have his work evaluated by such persons. His work must be evaluated at least every three years when a contract is renewed, and should be carefully evaluated much more frequently than it is. The board should be able to judge the superintendent and his work through incidental reports or from inquiry. How he is regarded in the community, his reputation among his colleagues and among other leaders in the educational world, his service to the community, the attitude of teachers and children toward him, his general training, his standards of conduct, his ability to inspire confidence, all are matters for board consideration.³

The third more or less trite statement of board function is "all actions of the board should have as their ultimate objective the promotion of the educational interests of boys and girls." The application of this function would mean the stifling of political and personal popularity and interests. Desire to favor friends in the selection of teachers, in the purchase of equipment or merchandise, or in any such matter, should never actuate any board member in the performance of his duties. The punishment of or "getting even" with any person at the expense of the persons being educated in the community simply has no place in professional thinking. In promoting the educational interests of boys and girls, the board will support the superintendent in his attempts to protect the schools from exploitation by every agency under the sun—it may be at the present time in the name of defense.

Major Policies for Board Decision

Any board of education which conscientiously attempts to promote the educational interests of boys and girls and those adults who are being educated in the community, must deal with general policies and major issues and not with details which can better be cared for by the professional staff. Certainly nothing can be more unwise than for a board of education to allow itself to be jockeyed into a position where it must treat each case arising in the school system—such as determining the school each child shall attend, considering complaints registered against a janitor or a teacher, giving groups permission to use school buildings, questioning the superintendent's nominations of personnel, etc.

The difficulty is that the dealing with one detail by a board leads to other details and will finally result in continual interference with the superintendent and his staff in the performance of their professional duties. It may actually result in the board members making it their business to select or at least to determine the school personnel, a duty which clearly does not belong to them.

The discovery, nomination, and recommendation of all personnel with suggested salaries is one of the clearly recognized

responsibilities of the superintendent. Since the principal and supervisor are partially responsible for the teaching personnel, naturally the superintendent should consult with these persons. Since it is the superintendent, however, who is held accountable to the board for the success or failure of any activity of the school, the final selection of personnel should rest with him. It is the function of the board to formulate policies regarding minimum qualifications, marital limitations if any, experience required, and ranges of salaries to be paid, and then approve or disapprove the superintendent's nominations.

It is important that board members and members of the personnel staff—yes, even people in the community—understand the duties of each person connected with the schools, and something of the policies of the board. Seldom does the recently elected board member have any guide for the duties he should perform or the policies he should follow. Frequently the only way one can discover board policies, qualifications, salary schedule, and tenure of teachers, status of married teachers, the use of school buildings, etc., is to read the minutes of the board for months and years past.

A Code to Express Policies

One of the best means of acquainting each person concerned with board policies, the duties of the board, and the personal staff is through an administrative code setting forth rules, regulations, and policies. This code should be prepared by the superintendent and approved by the board.

Contributions to the code should be sought from members of the board, from the administrative and teaching personnel, and from any other source which may have any contribution to make. Each superintendent before election should be invited by the board to suggest any revision in the code which he deems advisable. Each new member of the board should be expected to read the code and make suggestions for revision.⁴

Among other things, this code might well define policies regarding:

The organization of the board of education and the duties of each officer.

The powers and duties of the superintendent of schools and other members of the staff.

Nature of reports to the board from the superintendent and other members of the staff concerning progress in the school system.

Provision for nonresident and special students—special services.

Teacher selection, training, salaries, promotion, demotion, and retirement.

Maintenance and beautification of school buildings and grounds.

The preparation and expenditure of the budget; the purchase of supplies.

Courses of study, textbooks, library facilities, guidance activities.

Interpretation of the schools to the public through various forms of publicity.

This code or listing of board policies should indicate clearly the organization of the board, list the committees if any, define the powers and duties of the various members of the board, clarify the duties of the superintendent and his relation to the board. It should make clear whether the secretary of the board is to be the superintendent's secretary, whether the business manager is to be responsible to the superintendent, etc. Although such a code may not include any such statement, there should be a clear understanding that it is the duty of the superintendent and the president of the board to plan how to utilize the experience of each member of the board to the best advantage of the schools.

It is an important and proper function of the board to have written or verbal reports from the superintendent or from any member of the staff on results of the administration of the board's policies.

The board should expect of the superintendent frequent reports on the achievements of the educational program in the various school units, elementary, secondary, and adult. Opportunities for vocational information and guidance, provision for the physically and mentally handicapped, anticipated changes in courses of study, the program of physical education, the teaching personnel, the conditions of buildings and grounds, with suggestions for improvement in maintenance, financial condition of the district, indicating unexpected expenditures, reduction or expansion needs, and plans for interpreting the schools to the public should be considered. Such reports should be substituted for the reports and activities of standing committees. Any member of the board should feel free to ask for information on any phase of the work of the school. The superintendent should be ready with or willing to secure information for the board as a whole or for any member of the board. He should neither expect nor desire the board to take action without knowledge and time for consideration. Board members cannot justify any action merely on the basis that the superintendent recommended it.⁵

Teachers and the Board

Although the superintendent should have power to nominate and recommend all employees of the board and to assign and transfer, it is the function of the board to establish policies—such as formulating a salary schedule, determining whether married women are to be employed, whether experience will be demanded, at what age the person is to be retired, etc.

The salary schedule so far as possible should be based on teacher efficiency rather than on whether one may teach in the elementary or the secondary school. Naturally the schedule should be as high as possible without consuming such a large proportion of the budget that teacher efficiency is materially affected because of lack of equipment, working materials, library books, etc.

Some plan of retirement also should be formulated, even though the retirement pay may be little or nothing. Careful consideration should be given to the possibility of partial retirement of teachers who have

³Frank L. Wright, "Development of Democratic Living Through Cooperative Administration," *AMERICAN SCHOOL BOARD JOURNAL*, June, 1938, p. 18.

⁴Frank L. Wright, "The Superintendent and the Board of Education," *AMERICAN SCHOOL BOARD JOURNAL*, September, 1937, p. 19.

⁵*Ibid.*, p. 21.

reached a point of decline from their peak of efficiency and of the employment of assistants— young teachers just out of college. In several systems this plan of internship is preferred to the requirement of experience in other schools, in which the experience may have been secured under very unfavorable conditions.

If teachers are to be retired gradually, perhaps the superintendent should be treated similarly. It seems certain that if the teacher's efficiency wanes with age, so might the efficiency of the superintendent and members of the board. It is highly important that these officers as well as teachers should have the interest of the schools so much at heart that they would willingly retire in favor of more energetic, effective leadership. Perhaps the board should have a tentative understanding that membership on the board should be limited to a certain number of years, since "it's a tragedy of life that we get old too soon and wise too late."

Interpreting Schools to Community

An important function of any board is to acquaint the citizens, the owners of the school, with their holdings, and to seek their counsel. Men and women elected to the school board should consider themselves representatives of all the people—not one group, even the group to whom they may owe their election. Even minority groups deserve to receive consideration. Not that the board should try to satisfy every chronic objector, but without acquaintance with the opinion of the electorate, decisions cannot be made intelligently. The people have a right to know board actions and decisions, but they probably should not be made acquainted with the individual opinions of the members. Certainly any discussion by board members outside the board in opposition to board action should be guarded, if not entirely omitted. A good sport will take the decision of the board without quibbling.

It is well then to discover what the parents desire to know about the school and give them that information through the newspapers or through someone authorized to speak for the board. . . . Bulletins, student publications, plays, commencement programs, school exhibits and demonstrations, athletic events, alumni associations, teachers and pupils are all important means of keeping the public informed. Positively nothing can take the place of good teaching as a medium for advertising the schools.⁶

It is not only the function but the duty of boards of education to provide as efficient a school system as possible and as economically as is practicable. It is probable that boards should give much more attention to economy this year than they have given for many years. This attention to economy, however, should be given with careful appraisal of the entire program

in terms of its value to the community and to the nation.

Thus far we have discussed the following functions of boards of education:

Twelve Important Functions

1. The selection of a capable executive. The characteristics which a board should look for in a superintendent were pointed out.
2. Improvement of one's qualifications for membership on the board and willingness to assist in the education of new members.
3. The formulation of policies in accordance with the wishes of the people and community needs.
4. To act not only as a legislative body but to have as one of its important functions the evaluation of the work of the staff as to service rendered.
5. To discover persons of ability on the board and capitalize on the service they can render.
6. To make certain that all actions promote the educational interests of boys and girls and other persons in the community.
7. Limit actions to major issues and general policies and trust the professional staff to handle details. The superintendent is to be held responsible for selection of the personnel.
8. The approval of an administrative code prepared by the superintendent setting forth rules, regulations, and policies of the board. This code should deal with powers and duties of various members of the board and of the teaching personnel, policies relating to maintenance of buildings and grounds, courses of study, publicity, etc. One problem with which it probably would not deal, but one which is important is the selection of prospective members of the board. Every board should give attention to the discovery of persons qualified for large contributions on the board. Another problem which may not be considered in the code but which might prove important is that of having a list of candidates for the superintendency in case a vacancy occurs.
9. The board should request reports of the superintendent and through him other members of the staff on progress of the schools and professional growth of the personnel.
10. The board should determine policies

relating to salaries, contracts, retirement, etc., for the entire personnel.

11. One of the very important board functions is to seek the counsel and cooperation of the citizens of the community and to keep them acquainted with the workings of the schools.

12. Possibly the most important function of boards is to plan carefully a program of growth for themselves and to study how to utilize the abilities of each member for the good of the schools.

In order to know the functions of boards it might be well to close with a brief discussion of the qualifications of the effective board member, for it would be difficult for a poor board member to perform proper functions. Regardless of any statement of functions, those actually performed depend on the type of persons composing the board.

The Effective Board Member

The effective board member has a good understanding of current problems, social, economic, and particularly educational. He has sufficient knowledge of school affairs that he is able to judge satisfactorily the school employees; to study and judge intelligently school reports; to interpret the schools to the public, and to influence sentiment in favor of the schools. He is capable of and uses good business judgment regarding school finances; takes responsibility willingly yet does not assume excessive authority; is thoroughly honest and democratic; is free from undesirable religious and political affiliations; is so willing and anxious to learn that he utilizes available facilities for improving himself; is intelligently progressive and has a real desire to be of public service.

Carefully selected board members with the qualifications listed above ought to be capable of performing the proper functions of an efficient board of education as previously enumerated.



— Photo., Ellis O. Hinsey.

⁶Frank L. Wright, "Development of Democratic Living Through Cooperative Administration," AMERICAN SCHOOL BOARD JOURNAL, June, 1938, p. 19.

Shall We Have a Status, Deliberative, or Implementative Study of Our Schools?

Theodore L. Reller*

The board of education of the local community may be confronted many times with the question as to whether or not it should authorize a survey of the educational system or of parts of it and provide funds for carrying out the study. The issue arises as a result of various factors and forces. The board of education is sometimes compelled to think through this matter because of the pressure of groups which are dissatisfied with some of the services offered by the school. More often, questions of policy come before the board which it feels unable to answer without further facts and enlightenment. In some instances the board members are dissatisfied with existing conditions and yet know not which direction to point their efforts to effect improvement. The superintendent of schools may recommend a survey in order that various issues or problems may be clarified or in order that he may have expert help in mapping plans for the improvement and development of the educational system. Whatever the deciding element, recent decades have witnessed numbers of boards of education turning toward the survey as an instrument for meeting problems better. Since this practice will doubtless continue and has unquestionably contributed much to the improvement of education, it is in order to question the purposes of the survey and the type or types of survey that might be utilized, with some consideration of the outcomes which may be anticipated in the case of each.

What Is a School Survey?

To survey means to inspect and to get an overview through attentive, scientific analysis and synthesis. According to Ayres, "It aims to place before the citizens a picture of their schools; a picture so accurate that it cannot mislead, so simple that it cannot be misunderstood, and so significant that it cannot be disregarded."¹ In a somewhat similar vein Harrison stated that a survey is "a cooperative undertaking which applies scientific method to the study and treatment of current related social problems and conditions having definite geographical limits and bearings, plus such a spreading of its facts, conclusions, and recommendations as will make them, as far as possible, the common knowledge of the community and a force for intelli-

gent co-ordinated action."² From these expressions it can be seen that the survey involves the application of the scientific method in collecting data, analyzing data, and formulating hypotheses which suggest or outline a solution or solutions to the issues found. These definitions also emphasize the problem of translating the survey into action through bringing it sharply to the attention of the people of the community and in such manner as to make action inevitable. It is especially in this area that the board of education needs to give consideration to the type of survey or study which it desires. *The action resulting from many surveys is disturbingly slow in coming.*

In the discussion of types which follows it is assumed that the survey is to be done, directed by, or at least participated in, by outside experienced generalists or highly specialized experts in one or more of the techniques involved in surveying. The following statement is thus limited to studies involving personnel outside of the local educational system. This is not meant to suggest that self-surveys are not desirable. In many instances they need to be carried on. The considerations which follow, however, are directed toward boards of education which have decided that they must secure some assistance from outside either because the local staff is overburdened with its regular duties, lacks essential experience and training, or is believed to be unable to face the problems with sufficient objectivity.

The types of surveys which will be considered are the status study, the deliberative study, and that type of study which has developed largely in the past decade which is known by a "barbarous but handy word,"³ namely, the implementative study. The most fundamental difference between these types of studies is the degree to which they go in determining just what the facts and conditions are and in translating conclusions arrived at into action. Akin to this difference is the matter of required participation by local personnel. There may be participation by local personnel in the case of each of these types of studies. There must be participation by local personnel in at least one of them. It is assumed that a relationship may be found to exist between degree of local personnel participation and resulting action.

Presenting Facts Through Status Studies

The status study is one which is limited to the collection and organization of facts which present a clear picture of actualities. These facts should be so presented as to reveal actual and relative direction, position, extent, quantity, form, condition or quality, and tendency. This type of study may present a picture of startling conditions demanding action but the extent of activity in which it engages to produce action is shocking people. The assumption is that the presentation of facts is all that is needed. This type of study will not lead to disappointment if the community has sufficient leadership ability and a people willing and able to secure action when the facts are known. There are some situations in which this type of study is highly necessary. This is not likely to be true, however, of any well-organized and well-administered school system. In such a system the facts are known. This type of study is in some instances justifiable in the case of poorly developed systems of education in which drastic action is contemplated. It sometimes is essential in an undeveloped situation in which vital administration is going to be brought to bear to meet more adequately the educational problems.

In any school system a status study may be desirable in regard to the fringes of the educational service, those areas about which there has been no definition of responsibility—and concerning which there has consequently been no agency established to collect the facts, no policy established, and little public expression as to policy which would be favored. Mere status studies of the condition of out-of-school youth a few years ago stimulated some action. Similar studies on the extent to which the defects revealed through the physical examinations in the school are not remedied in many communities might lead to action. The status study is sometimes favored because it is merely a statement of facts which are to be the basis of proposals for action formulated by the people. In these instances the surveyor is looked upon as is the historian who is expected to present facts only and not to interpret them. This, of course, raises the question as to whether or not the surveyor (or historian) is the best person to push beyond the facts and in light of them to formulate hypotheses as to the meaning of the facts and the most sound solution to the problems. The answer to this question is to be found in the local situation. It

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¹Ayres, L. P., "A Survey of School Surveys," Report of the Second Annual Conference of Educational Measurements, Indiana University, 1915, p. 176.

²Harrison, Shelby M., *The Social Survey: The Idea Defined and Its Development Traced*, Russell Sage Foundation, 1931, p. 20.

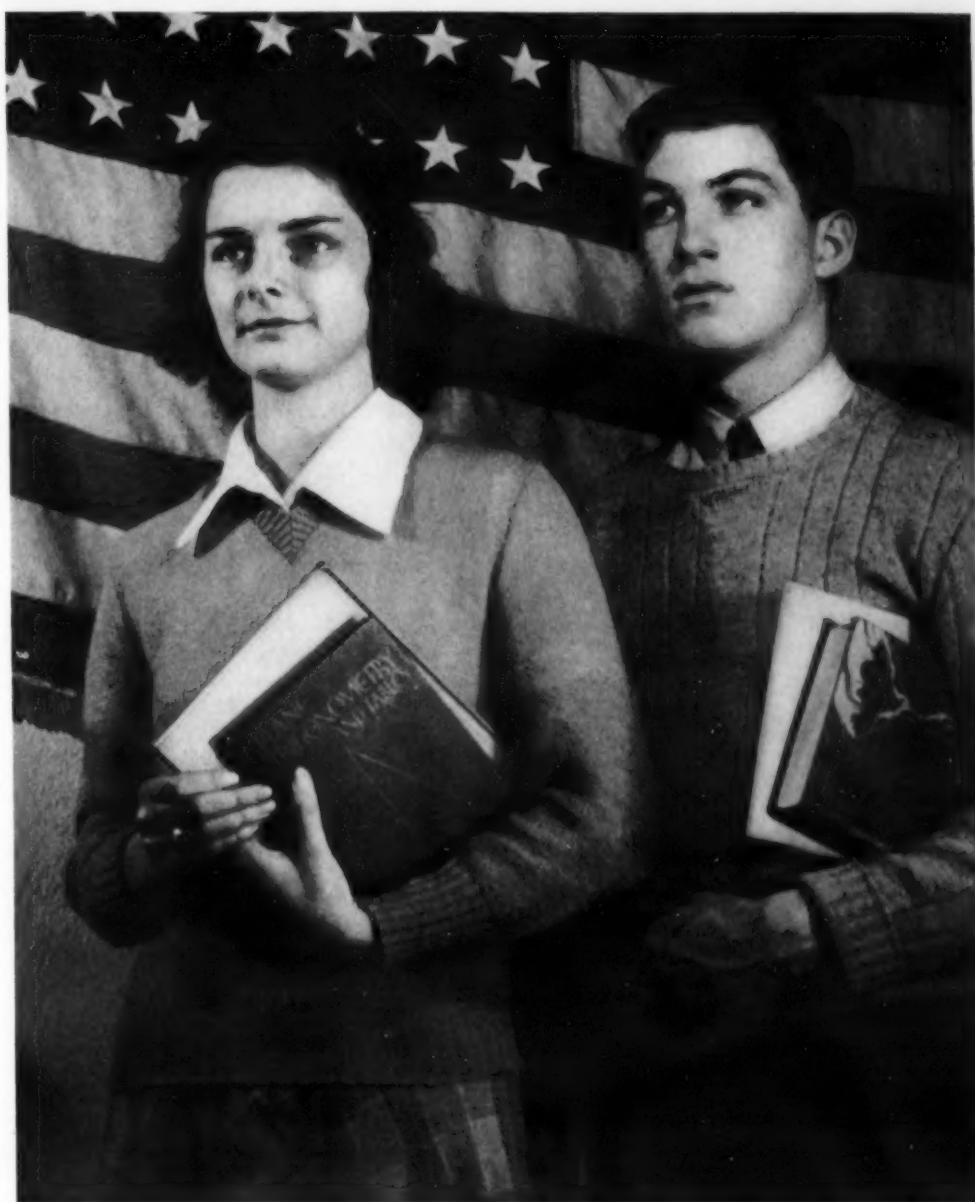
³Havighurst, Robert J., and Rhind, Flora M., "The Program in General Education," General Education Board, Annual Report, 1940, p. 19.

depends upon the purpose of the survey in the community and upon the community itself. It is, of course, true that if the survey goes beyond mere fact finding and reporting, the place where a presentation of facts stops and recommendation begins should be clearly marked. This will make possible a consideration of the facts and of the proposed recommendations separately and together as is desired. This is imperative since the facts should be clearly established but whether or not the recommendations are the best answer for the particular situation is not as easy to establish. Some of the recommendations may not fit the given situation or satisfy the people of the community. They should stimulate the community and board of education to action but they are not a substitute for thorough study and thought and decisive, satisfying action. The responsibility for thought and action must remain with the board of education and the people of the community. As the study tends to shift in emphasis from facts only, and this may be a matter of degree rather than an either-or situation, it would tend to be classified better not as a status study but rather as a deliberative one.

Conducting Deliberative Studies

The deliberative study is one for which surveyors have been selected, not only to collect facts and analyze and present them, but also because they are believed to be leaders in the respective fields with the ability to propose sound solutions to the problems. This type of study emphasizes the recommendations and offers a plan of action. It may be carried on entirely by others than the local personnel, or it may be carried on under the leadership of an outside director with the assistance of local personnel and outsiders. Local personnel may be less able to participate in it effectively than in a status study for it calls for considerably more experience and knowledge. On the other hand, it is far more necessary that local personnel participate in it than in the status study. In the status study the facts can be collected, analyzed, and organized in a way that scarcely permits room for various interpretations and, further, the study does not propose any way of meeting the need. In the deliberative study, on the other hand, there is much opinion in back of the proposed recommendations in addition to the facts. The opinions of the outside surveyors may be based upon experience in a rather different situation with different local personnel to carry out recommendations and therefore may be wide of the mark. *If local personnel is involved throughout the survey, and if the conclusions and more especially the recommendations arrived at are the result of group thinking, they are much more likely to become operative.*

An outstanding weakness of many surveys has been their failure to take into consideration the local personnel especially the



Graduates of 1942 — ready and prepared to face a war-torn world with confidence in the American way of government and life.

— Photo., Geo. A. Smith, Supervising Principal, Quarryville, Pa., High School.

leadership of such personnel. The recommendations may be excellent per se, and yet may be of little value in the given situation. Recommendations may be interpreted, in fact may mean very different things, to the local personnel from the meanings which the surveyors had in mind. This can be avoided most easily by having the local personnel participate actively in the formulation of the plans. This process will also have a very valuable contribution to make to the outside surveyors and will cause the recommendations more likely to be adapted to the situation in question.

Of course, it may be argued that in some instances the purpose of the survey is to secure a change in personnel and that, therefore, it would not be practical to have local personnel participate. That is true. However, it is the belief of the writer that board members with more courage, who would keep the interests of the children uppermost in mind, could reach the decision

to change the personnel just as well in most cases without a survey. Then, the survey might follow with the new personnel or the old personnel, if continued, co-operating and learning through it. Surely even a new administrator does not want a plan worked out by someone else handed to him for execution. If he is to be the educational leader, it should be his responsibility to play a major part in the shaping of said plan. He may need help — and the furnishing of such help would be the contribution of the survey.

Learning Through Planning

It needs to be kept in mind that much learning comes through doing and that the planning or participating in the planning for an educational system constitutes a major educational experience of the local school administrator. It needs also to be remembered that it is exceedingly difficult to take a program planned by someone

else and to lead in translating it into action. Suggestions can be made and received, but if the local man is going to be the leader of the enterprise, he needs to have the responsibility of determining where he is leading. It is generally recognized today that a teacher cannot teach as effectively by largely using materials someone else has prepared as she can if she has developed the materials herself. In the development of a plan she may use certain other materials, but it must be her plan and her fitting of materials into it if it is going to produce effective results. The administrator or leader in education in a community is a teacher. He, too, must prepare his own materials and win support of them by the board of education and the public. The administrator is not very likely to be able to translate significant recommendations into action unless he has gone through the process of developing them with sufficient thoroughness as to understand why the recommendations were made and to believe them sound. There is no opportunity to gain such insight equal to that afforded through participating in the study and deliberation leading to the formulation of the recommendations.

A further shortcoming of the deliberative study is that it is based upon facts collected in the local situation and upon experiences in other situations and that it does not reach the point of actual experiencing and experimenting in the situation at hand. The solution to the problem at hand can in last analysis be determined only through the process of solving it or attempting to do so. It is one thing to recommend — and another, sometimes rather different, to attain the recommendations. It is in this regard that the implementative study has a definite superiority over the other types.

Solving Problems Through Implementative Studies

In the implementative study, "such facts as are known and such recommendations as are available are used in an experimental attempt to produce actual changes in practice." There are many facts available which suggest the desirability of changes in practice. In any well-administered school system the facts have been collected and are readily available. Money should not be spent getting more facts or collecting the same ones again. In this type of survey the experts are brought in not to collect facts nor to write recommendations but rather to work with the local staff and to assist them in solving their problems. In many of our states it is known that a reasonably effective educational system cannot be developed until the local unit becomes large enough to be significant and vital with certain resources in money, people, and leadership. Further studies to show the tragic, chaotic, conditions now in existence appear unnecessary. Rather

leadership is necessary to work through the problem and assist in attaining the desired goals. In many of the secondary schools we have no program that can be called a guidance program. Little or no attention is given to the problem. No further survey is necessary to reveal this state of affairs. The local staff, however, needs assistance if it is to attain an effective solution to the problem. In many school districts, cost accounting, or even sound budgetary practice, is virtually unknown. Why conduct a study to reveal this lack and then merely recommend that these desirable practices be attained? In many of these schools the personnel who could, without assistance, attain these things, is lacking. Recommendations do not become practice unless there is someone present who sees the value of them, who believes them desirable, and who knows how to attain them. Increasingly in the field of education the lament is heard that research has indicated what effective practice is but that it is not being attained in the field at a rate which gives any satisfaction. This is the opportunity for the implementative study.

The local administrator is cognizant of the major educational problems in his system. He realizes that more effective guidance work must be done. Therefore, he requests, and the board approves, of the employment of a student of the field and an expert in it to come into the system on a part-time basis for a period of a year or more to direct the development of a program. Teachers, principals, and other personnel now attack the problem and try out various plans to better meet it. They work on the problem with a common recognition of it. The expert offers suggestions in regard to various aspects of the work. Experiments are outlined and carried on under the leadership of the expert and local personnel. All local staff members ordinarily concerned with the problem participate in the experimentation or study. Outside expert and local personnel push on cooperatively as far as they can with the resources available or possibly they go to the board of education to secure funds to add some service, the value of which has been demonstrated by their work and study. Now the surveyor does not come in and make a recommendation and withdraw. He comes in to see the matter through. He is interested in seeing it through not in terms of previously formulated conclusions, but in light of local conditions and situations including the local personnel. His broad experience and knowledge make it possible for him to contribute much. Yet that which is arrived at is the possession of the local school people. It represents their growth. It grows out of their problems and represents their solution.

Growth of Personnel Effected

This type of study is of value not only because of what it produces in connection with a specific problem in the year or two

while the work is being actively carried on under the direction of the outside expert. Perhaps its value is even greater in that it provides for the growth of people, gets them in the habit of growing through solving problems of the educational enterprise and thus makes them immensely more valuable to the school, as teachers and in every other capacity. In every school today there are large resources of ability which are practically untapped. Growth will come only with opportunity. As is the personnel, so is the school. Efficiency demands that opportunity for growth be provided and that these resources be utilized. Democracy allows no choice. It holds this is imperative.

A Challenge to School Administrators

The board of education confronted with problems today, directing the educational policies in an institution, the personnel of which is becoming increasingly mature and capable, needs to give serious thought to the possibilities of utilizing the resources which it has immediately available. To use these resources more effectively may involve the introduction of some outside students and experts on a part-time basis to act as stimulators and leaders in regard to various problems. The cost of these experts is exceedingly small compared to the returns which can be anticipated. The costs can be saved many times over in the improvements effected and the consequently improved service for each dollar spent. In some instances the improved service can be secured for even fewer dollars. The implementative survey or study offers much promise in the difficult and increasingly required job of translating what is commonly recognized and established as sound practice into practice in the hundreds of schools and school systems of the country. Here is a challenge to the local administrator to recommend the securing of such service and to the board of education to provide the funds necessary for employing this instrument to improve the educational system which they have accepted the responsibility of directing. The results will not be a volume of facts or recommendations, however desirable they may be. Rather, there will be changes and improvements in the system along lines even more sound than recommendations which did not grow out of such a broad and sound base could be. The changes will grow out of thorough study and careful experimentation. Let the results be brought to the people primarily through their participation in the effort to improve the conditions and through experiencing an improved educational situation and secondly through the commonly recognized media of a program of social interpretation such as the press, addresses, discussions, the annual report, attractively prepared, or in a special report of the work under way or even in a report covering a period of three or five years devoted to depicting the trends and improvements in the system over such a period of years.

¹Ibid., p. 20.

The Textbook in a Period of Educational Change

Nolan C. Kearney¹

As philosophies of education are clarified and methods of instruction are improved, concurrent changes take place in the physical accessories employed in the schools. Many of these changes take place so slowly that they are scarcely noticeable, and often they are planned almost entirely at the instance of competent businessmen who are alert to the opportunities brought about by the changing demands of their market. There is a close relationship between the textbook business and the schools. For the most part educators prepare the manuscripts for our textbooks, participate extensively in editing them, in rating them, and in selecting and displacing them in the schools. It may be well to examine briefly the role which the textbook has played recently in the schools and to estimate the effects which the changes now taking place in the educational world may have on textbooks in the next few years.

Textbooks Are Still Necessary

The high standard of excellence achieved by American textbooks has been recognized for some time. It has been said that the American classroom has been dominated by the textbook in the hands of an inexperienced teacher while the European classroom has been dominated by the schoolmaster whose tradition has been classical and whose independence from textbooks has been very marked. The prediction of a coming day when American school teachers would follow their profession for life and be trained adequately both in subject matter and method was at one time generally linked with the prophecy that when the time came, the textbook no longer would have the importance it once had in our schools. Today the second prophecy no longer is linked so generally with the first, for with the increasing efficiency of teaching in this country there has come, too, an increasing recognition of countless new problems that call for all possible help from the publishers and authors of the books which are placed in children's hands. No longer is it thought that one person can teach the pupils in a classroom (not to say supervise their learning), by questioning, quizzing, and lecturing either with or without the help of a textbook in the hands of the pupils. The recognition of such things as the range in abilities between pupils, of patterns of learning, of interests, and of insights has brought into focus a demand for new classroom procedures and tools.

Recently, and even today, textbooks have been and are selected in many ways.

In some cases, texts are adopted on a state-wide basis by boards which function either with or without competent professional advice. At the other extreme we find small communities in which all the teachers serve on committees for the selection of the texts they will use. Between these extremes we find many variations. In larger communities, teachers are selected often to serve on committees for the selection of textbooks either by their fellow teachers, by the administration, or by some combination of the two. The extent to which textbook committees are given freedom of choice and the extent to which their recommendations are adopted vary from one situation to another. Probably most of the difficulties involved in textbook selections by teachers or by administrators spring from the fact that by law or custom or both, a copy of the adopted basal text in each subject is to be placed later in the hands of each pupil. This means that the designation of a certain book as the adopted basal text represents, per se, a sizable business transaction which is zealously solicited and jealously granted.

The use of supplementary textbook materials may or may not be regulated by state laws, local ordinances, or regularly adopted rules. In general, there is probably a great deal more freedom in the selection of supplementary textbook materials than there is in the selection of basal texts. In some states and cities the practice has grown up of using supplementary material as a subterfuge to evade the use of prescribed but undesirable textbooks. In many instances, public school libraries are still decidedly inadequate for a modern educational program. Teachers and supervisors are making demands for classroom libraries consisting of a relatively small number of books of a wide range of difficulty suited to the range of abilities found in the ordinary classroom. There is also a great demand for more reference sets in the classroom.

Thus, in general, the situation at the present time still seems to be dominated largely by one basal textbook in each subject in the hands of each pupil, with a growing demand for more supplementary material, more library material, and more classroom reference material than that which is being provided.

This brings up the problem of the demands on textbook publishers imposed by the educational methods that are being increasingly advocated, and to a less extent, increasingly practiced. The need for such material was probably as great in yesterday's classroom as it will be in tomorrow's classroom; it is the recognition of the need that is new.

Progress in Preparation of Textbooks

An examination of current textbooks shows that a great deal of progress has been made in their preparation. Improvements in type, paper, and binding are the first to be noted. The use of such things as color and photography has enhanced greatly the attractiveness of books. Added attention is being given to word control in the preparation of text materials, particularly in those designed for the lower grades. Attempts at vocabulary control have been based on research, and while the conclusions drawn by some textbook publishers and authors as to the implications of some of the vocabulary research are a little tenuous and do not follow logically at all times from the experimental evidence, there is little doubt that valuable progress has been made toward the development of core vocabularies.

There has been an increasing tendency to prepare textbooks for the use of teachers who wish to employ newer methods. Textbooks in subjects which were dominated formerly by a logical or chronological arrangement now are organized in terms of units, activities, areas of interest, etc. While in many cases these new arrangements depart completely from previous presentations, in some cases the new arrangement consists of little more than the substitution of new names for the older chapter headings and topic titles. Admirable progress has been made in presenting materials in terms of the real life interests and problems of young people thus facilitating the teacher's work of developing insights and meanings. Many textbook publishers and writers are striving to present their material in an interesting and challenging manner which is a far cry from the dry handbook which represented little more than a boiled-down compendium of elementary knowledge in a particular field.

At the same time we still find textbooks which are poorly written. Sometimes this defect extends to the point of poor sentence structure, improper paragraphing, and sluggish use of words. In some cases a tendency to confuse wordiness with simplicity and repetition with clarity is evident. The desire to achieve simplicity and clarity is evoked by the demand for materials suited to pupils in the lower ranges of ability. It is debatable whether or not mere repetition and wordiness in books meet this demand, particularly with respect to pupils whose basic difficulty is poor reading ability. We do not intend to condemn indiscriminately a trend toward bulky but simply written books when the need for bulk is brought about by the

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necessity for conveying rather complicated concepts in simple words. It is, however, pertinent to point out that even where this is done skillfully it represents only a partial answer to the demands for materials suitable to students on the lower ability levels.

Texts of Tomorrow

Some of the shortcomings in present textbooks are due to the efforts of authors and publishers to meet the demands of the new methods of teaching without at the same time departing too far from the traditional textbook. For example, there is an increasing tendency at present to attempt to make adjustments to the range of abilities within a given grade without endeavoring, through some type of mechanical organizational means, to achieve homogeneous groupings and thus to reduce the range of ability. As this effort continues it will become more and more patent that materials of a sufficient range of difficulty for this purpose cannot be provided with any one book. This will be true not only because of the variance in reading abilities but also because of differences in the interests of pupils. When this realization becomes sufficiently pointed, schools will depart from the practice of adopting one basal text per grade per subject, and instead, will resort to the purchase of a variety of materials for each grade of a wide range of difficulty and interest appeal. In the social studies, less material of a chronological nature will be needed and a variety of biographical and expository material will be used. In a particular subject, the matter will not be organized as core content material for all students; rather, it will be arranged according to the interest and ability of students in a given class and it will be designed to shed light on the broad central themes about which the courses revolve. On practically all levels, more materials will be needed into which students may delve in a sort of research procedure following up interests which have been challenged by classroom activities. This in turn will offer opportunities to pupils to report concerning the interesting bypaths of the written word. There will be greater use of reference sets of an encyclopedic nature and it is possible that a market will develop for five or six reference sets on each of various ability levels. It may be even that reference sets designed for grammar grades and high schools will be prepared in special areas of knowledge just as we have them on the adult level today. In the preparation of all these materials attention will be given to the development of insights into the processes involved and the implications of events studied.

With this trend toward a demand for a wide range of well-written materials there may develop a parallel demand for a different type of book in certain special areas which involve fundamental skills, memory work, formulas, and equations. This will be a brief, sturdy, unembellished

handbook of facts, tables, formulas, etc., to which quick reference may be made and which will be used for memory work and drill when the need for the same arises. These materials will not be presented in such a way that assignments can be made from them on a page or chapter basis but rather so that they may be dipped into here and there as problems arise and as students encounter the need for memoriter mastery.

It is always dangerous to prophesy. The predictions of a past day have a tendency to arise later to plague their authors. It would seem logical, however, that if present trends in instruction continue, appropriate changes will occur in the textbook situation. It seems certain that more and more improvement will be made in the literary excellence of manuscripts and in the attractiveness and durability of texts.

Treating Factual and Drill Material

Textbooks will take advantage of new findings regarding such things as core vocabularies, children's interests, and readinens of various kinds. The newer books will be organized so as to be more usable in conjunction with changing and enriched curriculums.

There will be less frequently an attempt to present fundamental drill material in

the same book with materials suitable for the different levels of ability found within each class. Instead, many books will be prepared for each of the grades and subjects on a variety of difficult levels. There will remain the need under any new methodology for the mastery of certain fundamental facts and skills in each subject, although the need for drill and the designation of what is fundamental may be considered to vary from pupil to pupil. Hence, drill and reference handbooks will be needed.

As these changes occur the adoption of textbooks on a district, city, or state-wide basis probably will become less popular. More, rather than fewer, books will be used in the schools, but there will be less uniformity in the books in use in any one class, school, or district. Textbook publishers ordinarily will not be able to anticipate a concentrated sale of one book in one area. The sample textbook will become less and less a factor in selling. To secure and hold their markets publishers will depend upon a reputation for the uniform excellence of their offerings rather than upon the excellence of a single book or series in one subject and they will introduce their wares through salesmen who can command respect as instructional experts.

Big Timber's Teacher-Helper Plan

M. J. Greenshields¹

In order to solve a local administrative problem which demanded for its solution that the public grade school be conducted by fewer certified teachers, Big Timber, Mont., has developed what may be called a teacher-helper plan. Any program of this nature would be quite generally vetoed in times when qualified teachers are available. However, since the supply of teachers is gradually diminishing, the writer feels that the plan which has been used in Big Timber for the past seven years may have something of merit in it worthy of general consideration, at least for the duration of the teacher shortage.

The Big Timber plan was evolved to meet an administrative impasse which was created by these conditions: (1) an increasing enrollment, (2) an insufficient corresponding increase in revenue, and (3) a school building with rooms adequate to house only a school of eight teacher units, with one extra room.

Fortunately our classrooms are large enough to accommodate, if not too comfortably, our large classes. An analysis of our situation practically suggested that the only possible answer was to be found in something resembling the cadet teacher plan. However, we could not afford to employ two teachers for each grade. Instead, we employ one well-qualified and experienced teacher and provide her with either the part-time or full-time assistance of a teacher helper, usually a young girl who is a graduate of the high school commercial department but who has

no teacher training or teacher experience. This teacher-helper is paid a salary comparable to the prevailing salary of a stenographer, which, in this community, is about half that of an experienced teacher.

The plan works in this manner. For example, when we have about 40 pupils in the first grade and about the same number in the second grade, we employ a teacher helper who divides her time between the two grades and works in the classroom with the regular teacher. When, for instance, there are about 50 pupils in a grade, as is the case at present in the second grade, a full-time teacher helper is provided for that grade. And, since we have one extra room in the building, it is used as a recitation room for this large class.

In our experience the teacher helper soon becomes a very valuable assistant to the regular home-room teacher. The helper becomes quite expert at checking seatwork, supervising the children during their work and study periods, assisting the teacher in many types of project work, helping the teacher in preparing work sheets and various types of seatwork, taking charge of some drill work, and handling small groups in sight reading.

The progress of the pupils in our school operating under this plan has been carefully watched. We have found that one teacher can do a thorough job with as many as 40 pupils if she has the assistance of a teacher helper for one-half day. We have also found that one teacher can obtain highly satisfactory results with a group of 50 pupils if she has a full-time teacher helper to work with her.

¹Superintendent of Schools, Big Timber, Mont.

Essentials of a Basic Program for Improving Reading in Grades Seven and Eight—II

Dr. William H. Johnson*

2. Objectives of a Basic Program in Reading

A basic program in reading in grades seven and eight should reach every child in the school, providing for him a balanced diet along three lines: (1) definite instruction in the techniques of reading with application of these techniques to many reading situations in school and out; (2) an extensive plan of directed reading which will provide for a developmental growth in the satisfaction of his needs and interests; and (3) opportunities for him to enjoy literature in pleasant group situations.

When we take a broader point of view toward reading and ally it closely with the thinking process, we cannot fail to realize the poverty of self-direction there exists in the use of reading as a tool in study situations. A child may be able to read a book of fiction or a literary gem and still not be able to find information in reference books on a given topic or to understand a diagram in his science book. Therefore, it is necessary not only that specific guidance be given in different kinds of reading situations, but that instruction develop in the pupil efficient habits of reading and thinking.

Basic Reading Habits

The reading habits in which seventh- and eighth-grade pupils should be given practice are: (1) knowing when and how to skim; (2) knowing when and how to read at a rapid rate; (3) knowing when and how to read carefully; and (4) knowing when to vary these rates. However, there must be provisions for training in reading abilities and techniques: (1) with a certain purpose in mind, developing the ability to *locate information*, which includes finding key words and key sentences, doing spot skimming very quickly, and judging the relevancy of the material being read; (2) developing the ability to *organize information* for a certain purpose, which includes the abilities to select main ideas, to find related minor details, to make an outline, to summarize, to skim to find the "gist," and to take usable notes; and (3) developing the ability to *solve a problem*, which includes a variety of cumulative abilities such as, following directions, finding information, and organizing information; it also involves special abilities in reading graphs, maps, etc. It may be said that all study reading is in a sense problem solving because it is done in response to a felt need on the part of the reader.

There are dangers involved in the teach-



In the Chicago curriculum reading has as a chief objective the values spoken of by Mr. William Godwin: "He that loves reading, has everything within his reach. He has but to desire, and he may possess himself of every species of wisdom to judge and power to perform."

ing of reading techniques which should be recognized and avoided. Although authorities in the reading field agree that in an effective reading program there must be definite instruction to develop the ability to handle work-type materials and to improve study habits, much care must be taken to see that children recognize and accept as their purpose the aim of the activity designed to improve a given skill.⁸ If a pupil remarks, "We learned how to make an outline today," it is fairly safe to conclude that he did not. Unless the pupil has seen a purpose in making the outline and knows how it contributes to a further goal, the effectiveness of the teaching is greatly lost.

It is important, then, that the reading attitude of the pupil be one of interest plus clarity of purpose. In every reading situation he should be thoroughly oriented in purposeful activity, since half the battle in reading improvement is won if the child is interested in his own progress and sees some sense in what he is doing.

Other things being equal, a child usually can be successfully motivated by his desire for self-improvement. It is always wise to

explain to a child the value of the ability which needs improving; the sooner we take the "mystery" out of reading situations and permit pupils to become intelligently conscious of their reading problems the greater will be their cooperation and consequent progress.

The ability to distinguish between approaches to different reading situations is an important one for schools to develop in children. Anyone, unless he has been trained to adjust his rate of reading so that it operates almost automatically, may fail to see a different purpose and the need of a different rate to use under certain conditions. Lawyers have often had the experience of finding their leisure reading slowed up considerably because of the sameness of the many reading situations they encounter where a slow deliberate rate is essential. Also, conversely, it is common to find an individual who skims or reads rapidly everything at hand and then wonders why he fails to retain the meaning of his study reading.

Of course, it is much easier to train a rapid reader to adjust his rate and to change his reading habits than it is to train a slow reader. If a pupil can maintain a satisfactory rate of speed on material of normal difficulty for him, the ability to develop appropriate rates to fit his chang-

⁸Durrell, D., *Improvement of Basic Reading Abilities* (New York: World Book Co., 1940), p. 10.
Stone, C. R., *Better Advanced Reading* (St. Louis: Webster Publishing Co., 1937), p. 63.

*Superintendent, Chicago Public Schools.

ing purposes can be more easily improved. The implication, then, is that reading rates should be speeded up on easy, highly interesting material in order to develop the mechanical aspect of the reading process before any attempt is made to refine a pupil's reading rate to conform to changing situations.

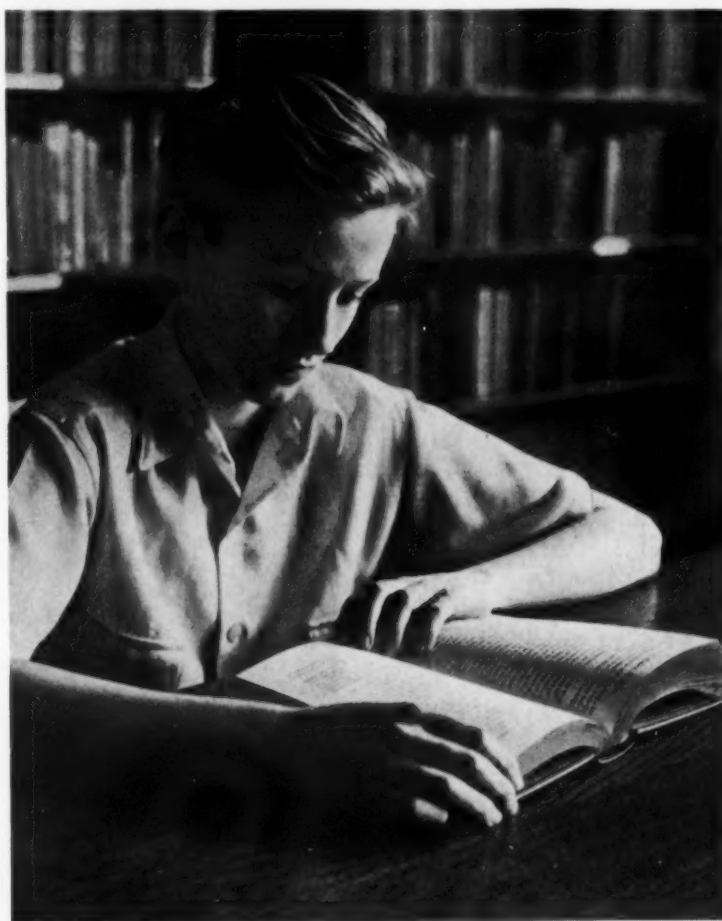
Work-Type and Recreatory Reading

A basic program in reading should differentiate in aims and methods between work-type and recreatory materials. As one of the factors retarding improvement in reading ability is the excessive amount of time which has been devoted to the study of literature, the essential characteristics of each type of material should be clearly understood. Even more important to keep in mind, however, is that the attitude or purpose of the reader is the fundamental basis for determining whether the material is of the study or enjoyment kind. The difference, then, lies not so much in the material which is being read as in the primary purpose for which the reading is being done.

A seventh-grade pupil, upon being asked to tell the difference between work reading and recreational reading, gave an explanation based on interest and motivation. "Work reading, he said, is what you *have* to do; recreational reading is what you don't have to do unless you *want* to." Evidently there is implied in this statement the further distinction that when engaged in work or study reading, one is under the obligation of proving comprehension of the material. This definition is probably an accurate expression of the feeling of most pupils although it is not an entirely desirable one. Where motivation is strong, particularly in the case of mature readers, such an observation would not hold true as study for self-profit often becomes enjoyable.

The differences between work-type and recreational reading lie not so much in their uses as in the abuses made of them by teachers. There is more danger in making work reading out of materials meant by their authors to be enjoyed than there is in making "fun" reading out of, for example, a book like *Mathematics for the Million*. Indeed, the goal at which we are trying to aim is that our pupils may include a sizable amount of informational reading in their individual diets of recreational reading. We must sell them the idea that reading for the satisfaction of intellectual curiosity can be a pleasurable experience.

We have also come to have a new attitude toward "literacy." We are no longer satisfied with the old-fashioned definition of literacy as the state of being able to call off and recognize words in a sentence. Center and Persons express the new point of view when they say that "literacy implies reading skill sufficient to enable one to avail himself of essential information to be gained from reading in the pursuit of his vocation, and to find in reading a



"There is a great deal of difference between the eager man who wants to read a book, and the tired man who wants a book to read." — G. K. Chesterton.

resource of pleasure and a means of mental growth."

Extending this definition, a new concept of illiteracy is beginning to appear which is consistent with a recognition of the complex nature of the reading process. An illiterate, within this framework, is not one who is unable to read but one who is unable to read a certain kind of material. Therefore, when pupils are not kept in readiness to read, that is, when they are not given guidance upon the introduction of new materials, they have a disposition to illiteracy in reading that kind of material. The popular use of this expression in current technical articles is also indicative of the closer association being made by educators everywhere of ability to read materials in certain situations with success in other areas of the language arts.¹⁰

Reading and the Language Arts

A program for improving reading abilities, therefore, should be thought of as one designed to improve abilities in all the language arts, for reading and language are closely connected and one cannot be used without the other. The trend in the

teaching of English, exemplified by the studies of the National Council of Teachers of English and the new textbooks in the subject shows that language skills are being studied as their functional use occurs in reading as well as in speaking and writing activities. Proficiency in one phase of the language program is dependent upon ability in all phases.

One frequently finds a pupil who will recognize paragraphs in a book and understand the reasons for indentations, but who will not see the need for proper paragraphing in his own written work. In cases like this, there has been no carry-over or application of paragraph sense from a passive situation to an active one. Conversely, the ability to speak or write from a prepared outline does not insure that a pupil will thereby be enabled to outline material which he has read.

In any well-balanced program of reading improvement there should be provision made for extensive free reading. This reading should be directed for each child to the extent that materials on the proper level for him should be made available; his interests should be investigated, and where they lack expression, they should be aroused by suitable motivating procedures. One of the best ways to motivate free reading is by means of an informal discussion period in which children share their acquaintance with books. Posters, and con-

¹⁰Center and Persons, *Teaching High School Students to Read* (D. Appleton-Century Co., 1937), English Monograph No. 6, National Council of Teachers of English, p. 142.

¹¹See discussion in: Spencer, P. L., "An Analysis of the Reading Process With Special Reference to Remedial Reading," *School and Society*, July 23, 1938.

venience of materials all help to make the free reading period an enjoyable one. The teacher acts as a librarian and guide rather than as a taskmaster.

It must be kept in mind that individual progress in reading is determined in a large degree by the proper handling of the "free" aspect of the reading program. Its purpose must be kept recreational; if pupils are to be examined on their individual reading, or if they are required to prepare lengthy written book reports, much of their desire to do free reading will be lost. If pupils consider reading a chore, they will do little of it voluntarily.

Class Reading of Literature

Literature, especially in the field of the classics, is not usually read as part of the individual free reading program of most children. On the other hand, children's experience with great literature should be an enjoyable one. There is a place, although a diminishing one, for this type of reading in the program of the seventh and eighth grades.¹¹ That place should be clearly indicated.

¹¹Gray, W. S. (ed.), *Reading in General Education*; Lou La Brant: *American Culture and the Teaching of Literature*, p. 214.

The reading of literature thrives best in a group atmosphere where the teacher does not allow the mechanical difficulties of pupils to detract from their enjoyment and appreciation of a poem, play, or story. If individual pupils have difficulty in the interpretation of material when it is read silently, these problems should be cleared up in the class discussion or the group interpretation period following the reading. The teacher, however, should make every attempt to motivate the reading beforehand, and should explain unusual words and expressions. It goes without saying that literature beyond the reading level of the majority of the class should not be read silently, although the oral reading of difficult but interesting passages may be successful when done by the teacher.

General impressions and reactions normal in seventh and eighth graders' lives should be the only kind expected from literary reading. Teachers should not look for mature judgments from immature children, especially in cases where an impoverished experiential background contributes to their immaturity.

A thorough understanding of the comprehensive nature of the reading process and a sense of perspective in setting up the

program should do much to solve the reading problems in the schools today. Differences between recreational and work reading should be considered in instructional methods and no confusion should exist in the minds of teachers or pupils concerning the proper time and place for each. Teaching of reading skills should be integrated with all phases of the language arts and the reciprocal nature of the process of communication should receive adequate emphasis. Free reading must be kept recreational and voluntary. The emotional and inspirational aspect of literature should be enhanced and not destroyed in both the oral and silent reading of specially selected materials.

The basic program in reading thus will be built around the purposes for which reading is carried on in the everyday life of the child. It is the obligation of the reading teacher to provide guidance for each individual pupil to develop the habits, skills, and abilities for attaining these purposes.

Dr. Johnson will conclude this article with a discussion of reading instruction in the upper grades in a subsequent issue of the *Journal*.—*Editor*.

Agenda Sheets for Board Members

Ernest E. Oertel¹

In school districts where governing board meetings are held not more than once or twice a month there is usually a need for conserving time at such meetings. One device which has proved helpful to the writer in meeting this need in a number of different school situations and over a period of more than a dozen years has been the regular use of published agenda sheets. These agenda sheets are prepared in the superintendent's office and are mailed to the board members several days in advance of the regular meetings so that they may be studied or at least perused before the problems and issues presented in them are discussed and acted upon at the meetings.

Preparation of Agenda Sheets

The agenda sheets which the writer prepares are reproduced from master typewritten sheets on a direct-process duplicating machine. Thus, copies are made available for all board members, for office files, and for press representatives. Copies are released for public information, however, only after the board meeting, for which they were prepared, has been held. Board members alone see the agenda sheets prior to the time of the meeting.

The lines of the typed copies of the agenda sheets are numbered in the left-

hand margin of each page so that easy reference can be made to any particular sentence in any section or paragraph of the report. The agenda sheets are divided into as many distinct, numbered sections as there are topics for discussion for a given meeting.

The first section reproduces invariably the minutes of the last regular meeting of the board, plus those for any subsequent special meetings. Board members have the opportunity to read through these minutes before they come to the meeting. One of the first items of business at each meeting is to approve the minutes as they are published in the agenda sheets. If corrections are to be made or if omissions are to be filled in, these changes are noted by the secretary at the end of this first section and the minutes are approved as amended. This system saves time which otherwise is consumed by a perfunctory or perhaps boring oral reading of the minutes. It insures a careful typewritten reproduction of the minutes from shorthand notes. The master copies of this section of the agenda sheets, from which carbons are taken for the duplicating process, can be used directly for filing in the permanent minute book.

Topics, problems, and issues which are to come before the board for consideration, analysis, discussion, or action can be presented by the superintendent through the

agenda sheets in a systematic, well-considered, logical manner. It is usually advisable to give rather detailed statements on two or three major issues or problems for each regular meeting of the board. Arguments pro and con on a particular issue may be presented, or the board may be given essential data on a subject for consideration, so that they may determine what the policy should be. At times, at the end of a preliminary discussion of a school problem—school plant or curriculum—the writer has appended a prepared resolution, providing a key at the end of such resolution as follows:

Approved:

Rejected:

Amended as follows:

Board action is indicated by appropriate notations. By formulating motions of this sort in advance, considerable time is saved in regular meetings because the need for the tedious, impromptu framing of resolutions is obviated. It is not a very safe practice, however, to formulate motions in anticipation of board action unless the superintendent is reasonably sure he knows what the consensus of his board will be on the problem about which the resolution is framed. Even in cases where the superintendent is reasonably sure he knows approximately what kind of resolution the board is willing to adopt, it is a good idea to carry the key device below the

¹District Superintendent, Placer Union High School and Junior College, Auburn, Calif.

EXTRACT FROM A TYPICAL AGENDA SHEET USED BY THE AUTHOR'S BOARD

I. Minutes for Meeting of October 13, 1941
 1 The Governing Board of the Placer Union High School and Junior College District met in regular monthly session in the office of the district superintendent. The President, Mr. Cannon, called the meeting to order at 7:30 p.m. Members present: Mr. Cannon, Mr. Bethell, Mr. Brundage, Mr. Jones, Dr. Williams; absent, none. Dr. Oertel met with the Board.
 2 It was moved by Mr. Brundage, seconded by Dr. Williams, that the minutes of the meetings of September 11, 13, and 15 be approved as submitted in the Agenda Sheets of October 13, 1941. Carried.

12 Mr. Paine of the Pacific Service Employees' Association came before the board to urge the establishment of an adult evening class in Commercial Law with Dr. Gerald Wallace as instructor. Dr. Oertel reported that he had on file a petition containing 48 names for the establishment of such a class.

II. Revolving Fund Accounts

12 Mr. Ellwyn Gregory, County Superintendent of Schools, asked me several days ago about our revolving fund accounts. He wanted to know how many such accounts or emergency cash accounts we had in this school district. Upon inquiry I found that the main office has a revolving fund administered by Mrs. Barnicott and that Mr. Crabtree controls an emergency cash fund.

19 Mr. Gregory pointed out that Section 4.280a of the School Code requires that the governing board of a high school and/or junior college district may establish an emergency fund for the use of the chief accounting officer of such district or districts, provided they have the consent of the county superintendent.

48 Resolved: That the governing board of the Placer Union High School and Junior College hereby authorize and establish an emergency cash fund for the use of the district superintendent of schools to be administered under his direction by Mrs. Clare Barnicott, school secretary; that such emergency cash fund . . .

- 3 Passed:
- 4 Rejected:
- 5 Amended as follows and approved:

III. II. Agricultural Mileage

1 At the September meeting of the board we were asked to study the agricultural mileage accounts for the past three years with a view to making suggestions or recommendations for a new basis for payment of these mileage accounts.

6 After discussing this matter with Mr. Richardson and Mr. Bonito and finding that they are more or less convinced that their accounts as submitted are justifiable in all respects, I decided to write Mr. Julian A. McPhee, Chief, Bureau of Agricultural Education of the State Department, asking him for his counsel on this subject. Reproduced herewith are copies of our correspondence.

53 Mr. Richardson expressed an interest in being present at the October meeting. He has been invited to attend. If some specific agreements can be reached at this conference Monday evening, then we should expect to have few issues come up in the future in connection with these mileage accounts. If, however, it appears difficult to arrive at some satisfactory working agreement, I think it might be well for the board to allow . . .

IV. V. The Activity Period

49 So that board members may be informed concerning a change in our high school organization which has been rather widely discussed, in and out of the high school, I should like to submit a brief explanation of just what "Activity Period" means.

53 Before this school year, the high school day started with what was called a "Major Period." This period ran from 8:45 until 9:00. The period was used for the purpose of checking attendance, making announcements, and carrying on some of the activities ordinarily associated with a home room. The major period as conducted here was not long enough, however, to permit the conduct of many actual home-room activities.
 5 Believing there was a loss of time through the use of this major period and an unnecessary extra passing of classes, I suggested that for the first semester of the present school year we experiment with an "Activity Period" scheduled at the end of the school day.

V. III. Interdistrict Agreements for Roseville Students

29 I should like to direct the attention of the Board to communications between Mr. Hanson of Roseville and myself relating to students who live in Placer Union High School district but who attend Roseville Joint Union High School. I am referring this correspondence to the board because there is a matter of district policy involved, and I should like to have members endorse our method of handling this matter or point to changes in policy considered desirable.

VI. Personnel at Weimar

52 In September the board considered the matter of adopting Mr. Zelle as an instructor in art at Weimar on a part-time basis. The problem of Mr. Powers' employment as rehabilitation instructor was considered also at the same time.

1 I visited Weimar several days ago and checked rather carefully on the contributions made by all four persons employed as high school and adult teachers at Weimar. I had a conference with Dr. Mildred Thoren, who seemed to be well pleased with the educational work being done. She declared that the morale of patients is much higher because of the instructional projects than it was without them. Dr. Thoren recommended that Placer Union High School consider seriously the matter of appointing Mr. Zelle on a half-time basis. She indicated that funds for his employment by the counties supporting the Sanatorium were completely exhausted.

12 Mr. Zelle has an enrollment of 29 pupils. He teaches about 20 hours per week. The total average daily attendance for which he alone is responsible is reported to be 3.09. The total apportionment value for this much A.D.A. worked out on the basic rate, plus excess costs and bonus, is \$801.10 for a school year. If we could count Mr. Powers' attendance, then we could expect reimbursement in this amount, and if we received this amount in reimbursement it would be possible to pay Mr. Powers about \$75 per month.

VII. Items to Be Discussed

1. Contract for Mr. Arch Sampson
 - a) Credentials Committee report
 - b) Salary classification
2. Evening classes to be approved
 - a) Welding (Ellestad)
 - b) Short story writing (Hawkins)
 - c) Classroom for Captain Nagy
 - d) Red Cross Courses in nutrition and nursing
3. Bus for orchestra to Grass Valley for "Pygmalion"?
4. Appointment of Mrs. Ruth Wilson to replace Miss Lydia George
5. Bids for 1942 diplomas
6. Bids for 1942 yearbooks
7. Correspondence for Captain Irvin L. Pool
9. Communications on insurance
10. Communications from Mr. William Woolley
11.
12.

resolution, thus making manifest provision for possible amendment.

At every board meeting there are numerous little items which are scheduled for discussion but which are not worthy of a write-up before the meeting. There are usually so many items of this nature, in fact, that it is a physical impossibility to treat all of them in detail in writing. It has proved to be good practice simply to list as many of these items as possible

under a special section in the agenda sheets, for example, one entitled, "Items to Be Discussed." In this section, up until just a few days before the board meeting, the less important subjects and problems which must be cleared through the board can be jotted down. Pages reserved for this section should be accessible at all times so that appropriate notes can be made conveniently. This jotting down should be done without delay at the time

these items come to mind or when they are brought to one's attention — anytime during the month.

The Financial Report

The last section of the agenda sheets is the monthly financial report which shows budgeted amounts in the seven major budget classifications for the current fiscal year; the expenditures in each budget

(Concluded on page 69)

Vocational Education and the War Offensive

Edwin A. Lee, Ph.D.¹

In the past we have not faced reality. We have considered ourselves unconquerable. Gradually we are realizing that this is no child's play in which we are engaged. We and our allies have experienced in the weeks since Pearl Harbor reverses greater than any ever suffered in all our history as a nation. Our mainland has been fired upon by an enemy for the first time since the War of 1812, and only poor marksmanship prevented serious damage. Every day and every assault only hastens the day when we shall take the offensive.

The present demands of offense industries are great, but they will soon be multiplied tremendously.

Planes, tanks, ships, guns, ammunition must be supplied to the armed forces.

Gasoline, rubber, electricity, telephones are essential to the dynamics of any offensive.

We must clothe, and feed, and house our soldiers and workers, and what the armed forces must have civilians cannot have in abundance, if at all.

All these commodities, war and civilian alike, must be manufactured, and by skilled workers.

Only to the extent that we train these workers can our offensive against the enemy be realized.

There is a second type of wartime need which is equally as important as the first—the demand of the basic industries which support the factories contributing to our wartime needs.

An ever increasing flow of raw materials must be maintained: iron for steel; wool and cotton for uniforms; leather and rubber for equipment.

Food and clothing and shelter must be

¹Abstract of an address before the annual convention American Association of School Administrators, San Francisco, Calif., February 24, 1942.



School buildings blazing with light through the night tell the story of 24-hour service for training war workers.

supplied to the workers in these factories, and to the workers of our allied nations.

All these commodities, war and civilian alike, must be made by workers trained to produce quickly and efficiently whatever is needed.

There are occupations whose products are nonmaterial which are essential to the successful prosecution of this offensive.

We must have an ample supply of nurses,

physicians, dentists to care for soldiers, and workers, and civilians at home.

We must have leaders to care for the recreational needs of armed forces and civilian workers lest we go mad with the emotional stress and strain of the conflict.

We must have spiritual leaders to keep our ideals high and untarnished by the brutality of killing and destruction.

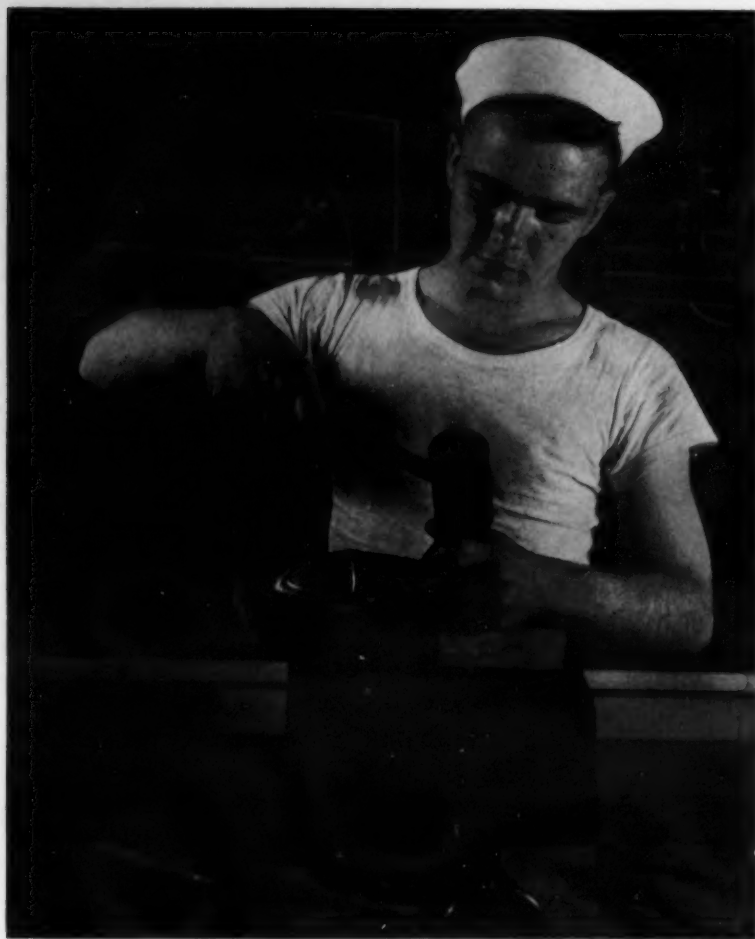
We must have teachers to train the workers



Foremen and inspectors, as well as mechanics, are trained.



Training airplane riveters in a Detroit school.



New skills in metal forming are taught to young as well as older mechanics.



Welding is taught as an important war skill in numerous high schools.

in all realms implied in what has just been said.

At the heart of this all-out offensive is a nation of men and women who are trained to work efficiently at the tasks and jobs which need to be done.

How well are we meeting this tremendous demand?

The story of the response of the American schools to the crisis first of national defense and now of offense constitutes one of the glorious chapters in the history of American education.

For two decades there had been developing in the public schools a program of vocational education which was truly nationwide in scope. Invested in plants and equipment were over a billion dollars worth of buildings, tools, and machines. Trained in the techniques and skills of teaching were 22,000 men and women who had been chosen for the job of vocational teaching on the basis of their knowledge and proficiency in the trades they represented. Farmers, mechanics, draftsmen, stenographers, homemakers all came into the teaching profession as mature, skilled representatives of the trades they were to teach.

Twenty years of experience had shown us our mistakes and emphasized our strengths. The schools were ready when the nation called. What happened?

Vocational schools everywhere, almost overnight shifted into a defense training program.

Hundreds of trade schools went on a 24-hour basis, adopting as their motto "we will not close until the war is won."

In the first six weeks of the program, July 1, 1940, to August 15, 1940, 100,000 workers were trained for immediate entrance into defense industries.

By July 1, 1941, the number of men and women trained for wartime industries in the public schools had exceeded a million and a quarter, and by the time next July rolls around we shall have trained over two and one-half million such workers.

This has been done in addition to carrying on the regular school program in all communities.

I submit that this is an accomplishment without parallel in the history of our American education. The capacity of the American school system to respond and adjust to unusual and critical conditions has been amply proven to any who will take the trouble to investigate the facts.

For the future a few guesses may be hazarded:

Never again will American schoolmen be superficially critical of vocational education.

The full school year will be used for education, with vocational education assuming a large share of the time now devoted to vacations for some, work for others, but mainly to wasted time for the vast majority.

Adult vocational education will increase in

scope and effectiveness, particularly in the postwar period when there will be such vast problems of vocational readjustment.

Work experience, which has always been a part of any good vocational program, will in all probability become a part of the experience of all youth during his school years.

Communities will have a greater share in such activities as the CCC and the NYA, which will largely disappear as we now know them, their legitimate educational activities being taken over by the public schools where they always should have been.

Communities will cooperate in the establishment of regional vocational schools, some county wide and some state wide in nature.

For a long time to come after the war public works will probably absorb the skill and attention of large numbers of our young workers.

Similarly for a long time, probably from now on, the army and navy and air force will attract young men into lifetime careers in those arms of government service.

KENTUCKY SCHOOL BOARDS WILL MEET IN LOUISVILLE

The Kentucky School Boards Association will hold its annual meeting in Louisville, on April 16. President John M. Dawson, of Owensboro, will preside.

A helpful program has been arranged and a number of prominent speakers will appear on the program. Dr. Paul R. Mort, of Teachers College, Columbia University, will be the principal guest.

What Should School Directors Know About School Finance?¹

Calvin Grieder²

The consideration of the problem of school finance can be organized under two heads: local finance and state finance.

I. Local Financial Administration

All school district financial planning should be done with the leadership and advice of the superintendent of schools. The premise upon which this statement is based is the fact that a superintendent has special training and a background of experience which should furnish him with more than an amateur's competence in the field of school finance. School-board members are, as they readily admit, only part-time administrators; they are, relatively speaking and with no disparagement of their contributions to administration, amateurs in the field of school management. Most board members have full-time occupations at which they earn their livelihood. Boards of education employ superintendents to attend to the technical and professional aspects of administration.

If a board of education finds itself with a superintendent who is not competent, three courses of action are open. The board preferably should give the man a chance to become competent, through independent study or by university work. If that opportunity is refused, the board may proceed to employ a man who is qualified to render first-quality service and leadership. The third course is merely to continue as is with inferior service and low-grade achievement — the path of least resistance.

School finance today is such an important activity and such a complex one that it requires men who have engaged in special study to discharge fiscal administrative affairs properly. The day when a school district could keep its accounts on the back of an old envelope is gone, even in the one-room rural school district.

Now the financial program has three aspects. In the first place, educational planning should precede any consideration of dollars and cents. Theoretically this principle is universally accepted. Practically, few school districts operate that way. However, it is still good theory and it is also good practice. Typically, school administrators sit down to figure out the new year's budget with the old budget before them. Then they ponder over the crucial question of how much the community will "stand for" in the way of school taxes the following year. In many

instances an effort is made to reduce the levy by even so small an amount as one tenth of a mill, so that the taxpayers will see that the trend of taxation is in the "right" direction.

However, this is putting the cart before the horse. Those in charge of educational service should first plan the kind of program which the community seems to want and need. Do we want a kindergarten? What quality of teacher preparation do we want? Are we going to have a single salary schedule? Shall we operate on a 6-3-3 basis or 8-4? To what maintenance needs must we attend? How much of the "extracurricular" program shall be absorbed into the curriculum this year? These and other questions will arise, and the answers will be reflected in the new budget.

After the educational plan is developed in detail, under the leadership of the superintendent, the spending plan is devised. In other words, the cost of the services listed as essential and desirable is estimated, and the various budgetary accounts are set up, such as general control, instructional service, operation of plant, etc.

Determining Sources of School Finance

The third step is to determine from what sources the money is to be derived to finance the program. If the educational plan calls for more dollars than the administration believes will be available, then curtailment should be in terms of activities rather than dollars. It seems that, today, with the present unhappy method of financing education that obtains in many states, school boards might well consider the advisability of continuing some local services to their communities and children. School districts are trying to carry on not merely the same as before, but with many new responsibilities — and on budgets smaller than those of eight or ten years ago. Should services not be curtailed to those which can be paid for adequately, thus forcing the issue of state support where that issue should be forced? Will people complacently see their children without school service five or six months of the year rather than serve a mandate on their legislators for state support at an adequate level? But more of this later.

The terminology of the budget should be mastered by every board member. He should know the meaning of such terms as general control, instruction, auxiliary services, maintenance, operation, capital outlay, debt service, fixed charges, and so on. The superintendent should furnish directors with explanations of these terms, and illustrate them by reference to local financial matters.

The question arises as to how much of the budget should be allocated to each major budget category. The latest report of the United States Office of Education on *Statistics of State School Systems*, for 1937-38, reports the following percentages of the *current expense* funds:

General control	4.6
Instruction	72.7
Salaries	67.5
Books and supplies.....	5.2
Operation of plant.....	9.8
Maintenance of plant.....	4.1
Auxiliary services.....	6.5
Fixed charges.....	2.3

Debt service and capital outlay are not included in the current expense classification. The proportions for general control, it should be noted, and for auxiliary services and plant operation, tend to be larger in small systems, while the proportion for instruction tends to be larger in larger systems.

These figures are averages for the schools of the entire nation. Individual situations may differ. In Wyoming, for example, auxiliary services required about 14 per cent of all current expenditures, with transportation alone taking almost 9 per cent. But if local costs differ very much from state and national averages, the burden of explaining *why* rests with the local school administrators. In this way figures showing general trends are very useful.

There are many other aspects of local finance which should be given attention, but the limitations of space prevent such discussion. Only brief mention is made of three of them.

Bond retirement schedules constructed along sound lines call for understanding and judgment obtainable only through training and experience. Most school districts rely entirely too much on bond investment houses for expert advice. Such firms are in the bond business for profit, and while they are generally staffed by able and worthy persons, they do not have the interests of the school districts primarily at heart. Here again there is need for the consultative services of the trained superintendent. Many institutions of higher learning offer courses in school finance in which such matters as school bonding are studied. Professors of school administration at these institutions also stand ready to assist local school boards in bonding problems.

The Current Problem of Teachers' Salaries

The scheduling of teachers' salaries is a vexatious problem, especially at this time. Several forces are operating to compel inflation of the salary budget. National defense

¹This article is based upon a paper read by Dr. Grieder at a meeting of the Western Division of the Colorado Association of School District Boards. While the discussion is concerned especially with the problems of school finance in Colorado, the principles involved apply with equal force to other states.

²Associate Professor of School Administration, University of Colorado.

industries are absorbing many teachers; military service calls many young and promising men to the colors; other government service such as soil reclamation, conservation, and extension service compete with teaching. Lastly the cost of living is going up. The Department of Labor's cost-of-living index has risen from 100.5 to 105.6 since September, 1939. Some estimates for 1942 point to a further rise of 10 to 20 per cent.

The first three factors tending to force salaries upward are related to the problem of getting and keeping good teachers. The general rise in living costs affects teachers as well as other persons, and indicates that special consideration must be given to salary problems in order that justice be done. Teachers are in a most unstrategic position because educational values are not measured in terms of dollars and cents, whereas a factory owner uses a dollar yardstick almost exclusively to measure the value of his products and of his employees' services.

The auditing of school financial accounts is satisfactorily provided for in only about one third of the states. In the absence of mandatory legislation, every school board ought to appropriate of its own volition enough funds to employ a certified public accountant to audit the books once a year. Many small districts would find that \$35 to \$50 would suffice. Districts of medium size would have to pay from \$50 to \$200. No money is better spent, and there is no substitute for the satisfaction which a "clean bill of health" gives to the board of education and the superintendent. Furthermore, any auditor worth his salt assists his patrons in setting up and simplifying their accounting procedures, with wholesome results in the saving of time and the improvement of accuracy.

In all these matters, let it be repeated, the close cooperation and consultation of superintendents and other administrative officers are essential. If a school board has the services of a good man in the superintendency, let that board make the fullest use of his abilities in the administration of the district's financial affairs. By training, experience, and full-time application to his job, he is in a position to be the leader in financial and business management.

II. Problems of State Finance

But there are larger aspects than the local which very acutely concern school directors, particularly in Colorado, because as a state, Colorado has, in plain words, only barely begun to assume the obligations for the support of education which belong to it. By tradition, legal theory, court decisions, and legislation, the administration of education in the United States is everywhere recognized as a *state* function. Whatever powers local districts exercise they hold only through the state's delegation of authority.

Hence it is universally maintained by educational leaders that state governments

should contribute a substantial amount for the support of public education. The range of support in 1937-38, according to the document on state school systems cited above, was from 92.8 per cent in Delaware to 0.2 per cent in Oregon and Colorado. (Since 1937 there has been a slight increase in Colorado due to the new state income tax, one third of whose yield is allocated to schools. This totals about one million dollars per year.) Experts in school finance hold that 25 to 50 per cent of the support of public elementary and secondary education should come from state appropriations. In Colorado, with its great inequalities in the distribution of natural wealth, school boards and the school-board association should actively work for not less than 50 per cent state support. In round numbers this means, on the basis of current costs, that the state government should appropriate for the support of public schools about \$12,000,000 annually.

Here is a cause for which school directors can engage in battle with the assurance that they have justice and right on their side. The old fashion of local school support is absolutely and completely discredited today. The American people no longer believe that children who happened to live in relatively poor areas should be given only meager education or none at all, while more fortunately situated children should be provided with the most modern and scientific refinements of education available.

How is the population of urban centers replenished? There are only a very few major cities which can maintain stable population merely by the natural increase of their own people. Cities are replenished by country boys and girls. Between 1920 and 1930, 50 per cent of the farm youth between the ages of 10 and 20 migrated to the cities. The rate of migration during the 1930's was about the same. The cities surely cannot argue that the problem of rural and small-town education is of no concern to them. It is of great concern to them—unless the cities are content to welcome half-educated, socially incompetent young people to settle within their bounds and add to the problems of unemployment, relief, crime, delinquency, and social unrest.

This point is mentioned because, generally speaking, state support for public education taps resources possessed in larger degree by city dwellers than rural and small-town people.

In Colorado the inequalities among the 63 counties and among the 2000 school districts are pronounced. For the school year 1939-40, the county with highest property valuation per school census child was Summit County, with \$26,478 per child. Lake County was second, with \$13,034 per child. At the other extreme were two counties, Costilla and Conejos, with \$1,344 and \$1,499 valuation per school census child. (It should be mentioned that the property assessments in the latter counties are believed to be out of line with the rest of the

state.) In the county in which the state university is located, the wealthiest district has property valuation of \$250,000 per child; the poorest, \$3,000, a ratio of about 80 to 1. Many other examples of this sort of thing can be cited.

The problem of state support has been considered because it is the most critical problem facing the state and the school districts at this time. Another crucial need is a thoroughgoing and scientific redistricting of the state, and that will have to come—but right now every responsible citizen ought to put all his drive behind the push for state support. It should be remembered that state support does not raise the cost of schooling. It merely provides funds from different sources than taxation of overburdened real property.

The state government has declared its intention of reducing the state tax levy on property. That is fine. But let it seek revenue from other sources not now adequately tapped or not tapped at all. Many states do not tax property for state revenue, depending entirely on other sources, and leaving local property taxation for minor governmental subdivisions. It has been estimated that an adequate state income tax should produce in Colorado about ten million dollars a year instead of the three million now raised. This is considered by public finance experts as the most equitable modern tax. A severance tax, which Colorado does not have, would raise about a million dollars a year, and a business franchise tax another million. There is no question as to the state's ability to raise revenues.

Drop in School Appropriations Noted

The decreasing proportion of all governmental costs which is charged to schools is another grave cause for concern. In 1930 the proportion of federal, state, and local governmental costs going for education was 18.2. In 1936 it was 12.4, and it is estimated now to be less than 10. Among state governmental costs, education also took a percentage drop. In more than half the states the proportion of state school appropriations dropped between 1930 and 1940. Colorado was among these states. Expenditures for old-age pensions increased from nothing to more than fifteen million dollars, and for highway construction from six to ten million. Education costs declined from twenty-six to twenty-four million.

Federal aid for education should be sought too, and is gradually being obtained to a significant extent. At present, the Federal Government is spending hundreds of millions a year for schoolhouse construction, vocational education, and other educational activities. Probably a goal for federal aid to the extent of 25 per cent should be set, with state and local controls safeguarded at the same time. But since this is a problem secondary to the need for state aid, it will not be elaborated here.

(Concluded on page 69)

Responsibility of the School Board for a Youth Program James Marshall¹

You cannot set a program for youth today or treat of youth's problems without setting a program for the world that treats of the world's problems. The first program for all of us is to win the war. But we shall not win battles without faith, for the men and machines will not get there on time; and we shall surely lose this second World War—as we did the first—unless through faith and sacrifice we win the peace after battle.

After almost three months at war, the American public is still casual and complacent. Of course, we want to win and we are sure that we will win. We regret the stupidity at Pearl Harbor and on the *Normandie*. We are annoyed by sugar and tire rationing and by increased taxation. The news from Bataan and the East Indies has been as exciting as a close world series. But the war has not got us. It is almost as if the fact of being at war has satisfied our pent-up hatred of Hitlerism and the Japanese, and dissipated that hatred by the mere expression of the words of war, without a realization that the facts of war are the realities of sweat and blood and tears and personal sacrifices.

Our war so far has been largely that of war professionals; soldiers of the army, sailors of the navy, and the mechanics in the factories. To these should in justice be added the air-raid wardens, airplane spotters, and 10 cents worth of the dollar-a-year men. Of course, we have a disposition to be troubled and be made insecure partly through fear of danger to our own skins, by bombing, and partly through a feeling of guilt in that men are dying and we have little release for our own blood lust, our own need of vengeance.

But most of us have not really sweated, bled, wept, or sacrificed. We have not made the war ours, our own affair. We have not made the war an expression of that emotional reaction to tyranny and that hatred of totalitarianism which comes from democratic habits and upbringing. We have not projected the meaning of overtime in factories, expenditures in terms of billions of dollars, fire in the East Indies, and death in Bataan into the future of our own lives. There is little of the flame of moral purpose to reassure us of the future.

When the Children of Israel struggled for 40 years in the wilderness and battled the inhabitants of Palestine, it was not the promise of milk and honey alone that upheld them. When the Maccabees and their followers fought guerrilla warfare against the jackals of the Greek Empire, it was not the hope of the destruction of the tyrant alone that led them on. When Washington and his Continental Army wintered in tatters at Valley Forge, it

was not speeches against taxation without representation that brought them through. Whenever the good fight has been won it has been because people have been looking toward moral ends and because people have been working for an ideal of a better world and for better relationships between men and groups of men. Without such a vision, without labor and sacrifice toward such ends, what would it profit us to slay the Hittite, to destroy the Hessians, to root out the Nazis or to unseat the god-emperor Hirohito?

Twenty-five years ago we fought a war to make this world safe for democracy. We failed. We failed because the vision which Woodrow Wilson had was nursed by him in the clouds on top of his own personal Sinai. His ends and his faith had never become ends and the faith of his people. Because he failed and because we failed we are skeptical today. But we know in our hearts that negative forces, hatred, and destruction promise nothing for the future.

This war will not really touch us and we shall not be giving our best possible effort until we become devoted to a faith in the future and until we can promise to the world a democracy in which we have faith. And this conviction of democracy can be simply expressed by and for simple people, as it was by Colonel Rainborough in the Putney Debates at the close of the Puritan Revolution when he said: "For really I think that the poorest he that is in England hath a life to live, as the greatest he . . ."

This is a statement of a cause to inspire us. It is worth fighting and sacrificing for a concept by which the poorest and the greatest the world over will be respected for the life each has, for the life they have out of which to make something better for their neighbors and their children. It is nothing to speak of equality and democracy among equals. It only becomes genuine when we work out equality and democracy among people who are varied, different, unique.

I do not ask for a draft of a world constitution now. We do not know what remnants of nations there will be after the war. I do not ask for a draft of a postwar economic protocol now. We do not know what wealth of peoples will remain after the war. But let us have something more concrete than the Atlantic Charter. Let us declare that it is not a hegemony of the English-speaking world for which we battle. Let us be clear that this is no war against a "Yellow Peril." These are the suggestions of the devil for they belie the democratic principle of equality. They carry the seed of the old Imperialisms and are part of the brew from which this day has come; for the "Yellow Peril" finds its parallel in "Asia for the Asiatics," and world domination by the English-speaking peoples

is a mere paraphrase of Hitler's world dominance by the "Aryan Master Race."

Let us proclaim that there is to be no subjugated race, no militant nationalism, and no exploitation of the wealth and lives of others. Let us dedicate ourselves to the proposition that the peace after the war must be largely education and re-education of peoples who have not had their own integrity respected. Let us dedicate ourselves to respect the integrity of ourselves, of others.

The peace must teach that the struggle for power and for dominion is a never ending and a never satisfying struggle; that policing, security, and education must proceed together; that no people or group of people has a monopoly of the right answers. We know that autocrats and oligarchs are not to be entrusted with the affairs of their fellow men; nor should that trust be given to any one nation or group of nations. For to all but the slavish minded and the melancholic the mistakes of democracy are more bearable than the successes of a tyrant. We'd all rather fool ourselves than be made fools of.

If then we are to partake in this war with conviction we must find satisfaction in the promise of peace—a promise that is a pact between all people of good will whatever their color, religion, or nationality.

The realization of that promise and that pact involves a process of education in the meaning of democracy; education not only of peoples who have not known democracy because they have never experienced it, but also education of peoples who have lived in a democracy and do not have faith and do not know what it's about.

I should like to leave with you this question: Have not teachers a part to play in developing a creative morale for war and for the peace that will follow after? I believe they have. While death, hatred, and suffering burn in the vitals and consume the emotions of most of the world, teachers will still carry the traditions of human decency, moral idealism, and democratic hope in the kit of their professional tools. The schoolhouse will have the creative task of teaching friend and foe how to live together in decent humane respect for each other and for each other's differences.

Shelley closed the "Declaration of Rights" with the words, "Awake!—Arise!—or be forever fallen." These words ring true today when we face a world at war. Awake—arise—prepare for a peace which will respect every race, religion, color; which will acknowledge the lowliest and greatest to be equals. We must prepare ourselves now before peace comes upon us unawares and we make a Pearl Harbor of our peace. I believe that here is a program to which Americans must dedicate themselves; it is a policy that school boards must adopt; it is a faith which school administrators and classroom teachers must implement, and at the risk of a new Thirty Years War, of world wars which will be completely destructive; it is a faith with which they dare not temporize, delay, or ignore.

¹Address before the annual convention American Association of School Administrators, San Francisco, Calif., February 26, 1942. Mr. Marshall is president of the New York City Board of Education.

Wanted: A Uniform System of Intraschool Accounting

Robert Finch¹

There is a definite trend toward the establishment of uniform accounting methods and procedures in school systems throughout the country. Eight large cities have already installed uniform systems for the accounting of school funds while an almost equal number are seriously considering similar action at the present time.

Many school organizations are worried about the problem of school accounting but are not certain just what to do about it. One large school system has gone so far as to hire a firm of certified public accountants to tackle the problem. It is true that the school accounting is not as complex in smaller school systems. The fact remains, however, that they are also deeply concerned over the handling of school funds.

Sources of Increased School Revenue

Boards of education, large and small, have noted almost with alarm the sharp rise in the volume of money collected and disbursed in their schools. This amazing increase may be attributed to several factors:

1. The tremendous growth of the extra-curricular activity program, especially athletics, school publications, dramatic events, and school clubs.

2. The increased interest in vocational education and the development of productive activity in the vocational schools.

3. The expansion of the laboratory subjects, including the sciences, household and industrial arts, and many others.

4. The widening of general school facilities, such as locker service, towel service, lunch-room service, etc.

The increase in the various types of collections involved in the above has placed upon the schools a new responsibility for developing and maintaining adequate accounting records. There are, however, other factors of almost equal importance which have brought about this keen interest in the problem.

As state and federal tax laws become of greater direct importance to the schools, the necessary intraschool accounting records must of necessity be developed and maintained. The Revenue Act of 1941, for example, makes the accounting for school admissions to athletic contests, dramatic productions, motion pictures, etc., a necessity rather than a choice.

The legal requirements regarding funds collected and disbursed within the schools is another factor which has aroused interest in this field of school finance. For illustration, in Ohio the opinions of the attorney general, based upon an interpretation of the general code, has set the basic policies to which a school accounting system must conform. One

of these opinions of the attorney general, for example, states that a board of education has the power under and by virtue of the general code to promulgate and enforce rules and regulations governing the accounting for and the expenditure of intraschool funds. The ruling is in effect an obligation. In a large city school system it is obvious that there must be uniform methods and procedures of accounting for the many school funds if the board of education is to fulfill this obligation.

Further Obligations of the Board

The obligation of a board of education as expressed by the attorney general, however, goes beyond a simple cash audit of each school's accounting records. The board also has a definite obligation to acquaint itself with the purposes for which funds are raised and used within a school.

Actually, funds raised within the school fall within two general classifications—public funds and private funds. In order to comply with the law, a clear-cut distinction must be made between these two classifications.

Private funds may be classified as those funds derived through: (1) proceeds of admissions to concerts, entertainments, athletic contests, etc.; (2) subscriptions to school publications; (3) revenue from the student store—in such cases where supplies are purchased by the school and sold as a convenience to students; (4) private donations of money to the school; (5) revenue derived from wastepaper drives, redemption of sales tax receipts, etc.; and (6) student clubs and student organizations deposits.

Public funds may be classified as those funds derived through: (1) fees, fines, and assessments levied upon students; (2) revenue from public trust funds; and (3) productive activity in schools doing productive work.

As a general rule "private funds" may be classified as voluntary funds. On the other hand, fees which are levied as a necessary part of curricular activity are in reality a tax placed upon the students. Productive activity, the major curriculum feature of schools engaged in productive work, is a source of public revenue and funds derived from the same are classed as public funds.

The purposes for which funds are raised and spent demand careful consideration in the establishment of any uniform system of accounting. This is especially true in Ohio where a board of education has no authority whatever to use or permit the use of public funds for private fund purposes within the schools. It is this fact which makes the classification of accounts and the proper handling of these accounts an important item, which must be given careful thought by boards of education.

The need for adequate and complete finan-

cial records in the schools, however, goes beyond the obligation of meeting tax laws and school laws. A school system places its reputation in a dangerous position when funds collected in its schools are accounted for in a loose and haphazard manner. A heavy responsibility is also placed upon the school personnel when the methods and procedures of accounting are not organized to protect those in charge of collections, disbursement, and accounting of funds. Again an unfair obligation is placed upon the students and their parents when the financial policies and procedures of intraschool accounting are open to criticism, for it is their money which is placed in the custody of the school. A uniform system of intraschool accounting is a vital necessity if it is developed for this one reason alone.

To the businessman, accounting records represent the heartbeat of his enterprise. In religious, charitable, and educational institutions, however, the fact that a profit motive does not exist has had a direct influence upon the efficiency of accounting records.

Educators have long considered the education of the child the primary purpose of their job, and rightly so. In the days of the one-room school practically no money was ever collected from the pupils. Life was simple as far as clerical records and statistics were concerned.

The large city school system with all of its complexities is a far cry from the one-room school or even the city school system of 20 years ago. One thing we must remember, however, is the fact that each of us as educators has cast his vote in favor of field trips, weekly periodicals, educational programs, pre-reading, feeding, athletic programs, student publications, student clubs, and the hundred and one other activities which we now accept as a part of our modern educational program. As educators we have ordered the goods. The price must be paid in clerical time and effort upon our part. The auditors in several large cities tell us that the volume of their intraschool funds amounts to a million dollars each year.

The fact that the National Association of Public School Business Officials has been making studies and devoting considerable time to discussions of the problem at their national conventions is certainly evidence that it is not something to be gratuitously dismissed.

The problem boils down to this: Right or wrong, the public school, from the centralized rural school to the large city high school, has developed a large scale financial enterprise. We must develop our accounting records to the same level as our financial undertakings if we are to protect our school systems and our personnel.

¹Supervisor of intraschool accounting, board of education, Cincinnati, Ohio.

Can We Break the Bottlenecks of Public Education?

Herbert B. Mulford, Esq.¹

On every side in the present grave world crisis we are hearing of bottlenecks which have produced disastrous results. At the same time we are witnessing a demand on education for the crisis, the like of which we have never seen before. As a result of this demand on both the public schools and the colleges and universities, a few of the bottlenecks of public education are being broken. Broadly, the most serious question before all educational forces today is whether sane cooperation of all forces through logic and determination can break all these bottlenecks so as to free the conserving and stimulating forces of intelligence to meet present needs, or whether after the worst is over we shall lapse back into that apathy which certainly may be charged as at least one of the causes of our world-wide dilemma.

Let us look at a few of the present circumstances, beginning with the most spectacular:

Never in history has there been such an outpouring of money for education. Every training camp, war-industry school, NYA "work experience center," CCC camp and WPA adult education effort, and every bit of "streamlining" of college courses, fresh emphasis on body building, technical training, and citizenship experience in the public schools are contributions to education. Many of the organizations of civilian defense, business readjustment, and even the comment through the press, radio, movies, and church are marked by some phase which is teaching. And great waste must be involved as is always the case in emergencies. In particular, the efforts of higher education should be emphasized because they tend to uncover bottlenecks which have always existed.

Rather generally, though on an emergency basis, the college week has been lengthened from five to six days, numerous periods of vacation have been eliminated; summer semesters or quarters have been inserted in the schedule; and in sum the result is to permit a bachelor's degree within three years or a little less. This is without curtailing the content of the college courses. On the higher level of postcollege professional work, especially in dentistry and medicine, there has been a similar speed-up in order to turn out the greatly needed health workers for both civil and defense needs. The question is how much material will be available for this new 12-month schedule of the schools of higher learning. In other words, will the public schools be able to supply what is needed if the emergency continues several years?

In this field of higher education, which has a decided bearing on the public schools, there is rather sharp conflict of opinion. Certain profound thinkers are bringing up the point that Cambridge and Oxford in England have required only three years of study for college graduation and certain continental European colleges, only two years. They also point out that an American anomaly of only nine months to the college year is a companion to this odd but traditional four-year course. On the other hand, just as important seems to

be the pressure of the farmers on the colleges, especially those of agriculture, who claim that they cannot spare their sons from the farms during the summer. Moreover, there are those at the head of some of the technical institutions who say that maturity of the students is just as important as application for net results of erudition.

And then the University of Chicago throws a bombshell into the controversy by the ruling that hereafter a bachelor's degree may be had after two years of junior college experience. Adding to the confusion are resolutions by learned societies criticizing that institution for attempting to tear down the value of the traditional bachelor's degree which has represented four years of application. To this the university had replied in advance by stating that degrees had no commercial value, that there are some 600 junior colleges in the country which should take their proper place in education and should confer a degree which might give significance to their work. In this writer's opinion, whatever may be the outcome of the controversy over the kind of degree to be granted, here is a bottleneck that needs to be broken popularly. Possibly the University of Chicago has dealt the first blow. It is commonly believed that the junior college is just another college of only two years' extent; or that as far as girls are concerned, it is just a finishing school whose credits for valuable learning often are not acceptable to snug colleges of the traditional type. The significant junior college is that attached to the public high school, which also operates under taxing powers, even though in many cases tuition is charged. While certain traditions still cluster about the junior college in providing college entrance requirements and preprofessional courses, three other relationships are significant. There has been the continuous and gradual development of the pupil under one broad supervision from kindergarten through 14 years of normal education growth without serious breaks or gaps. This development should and always could have been directed according to pupil needs and not merely to force the student to toe the chalk line of stilted college requirements. Even where tuition was paid, the cost of the two added years for board and room was greatly lower than it would have been had the pupil gone away to school. Finally, the youth in two very trying years of adolescence was kept in the home environment.

What About Idle School Plants?

Reverting to the action of the colleges and universities in the emergency, one cannot overlook the example of great efficiency thus set for all schools and colleges. No business with 16 weeks of idle plant could survive in free competition with those who run full time. For the first time there will be brought into relief the financial question as to the use of the full 12 months in both colleges and public schools for strictly the economic reason of efficient use of plant and equipment. There are many obstacles, no doubt, such as traditional teacher idleness in the summer, vacation whims of parents, the tendency since the

depression to drag out education rather than to speed it up, the greater cost of teachers when employed on a twelve-month instead of nine-month basis, and the problem as to what stage in adolescence demands a variety to schoolroom routine. The suggestion of summer school camps is one variation. It is altogether too early to say what the influence is going to be on the secondary or lower schools.

Closely related, and having decided future impact on both colleges and public schools, is the looming threat of income reductions. Endowments are scarce and are getting scarcer, in part because of popular belief that there is great inefficiency in schools. On the level of tax-supported institutions, there is the threat of tax associations which are bent upon proving that the increase in average expenditures of the public schools since 1933 have been unjustified. We may soon hear again the cry of "fads and frills." And over against this there is both the desire for more state and federal aid, in spite of the outside regulation this may involve, and the protest that Uncle Sam should have canalized through the public schools all expenditures, educational in character, that went through the CCC camps, the WPA adult education in Americanization, and the NYA "work experience centers." This financial bottleneck is in educational thinking.

But possibly the worst bottleneck of all is our nationally stymied position on what the curriculum should and should not contain. It is being pointed out that during this present period in which so many changes are occurring we have the opportunity to set our houses in order educationally when the opinion of the public will not be jolted too badly. Likewise it is being said that if we do not accept the opportunity, disaster will result. There are those who have said we could not survive politically or industrially as a democracy with 80 per cent of the children getting the kind of education now purveyed to them by a teaching staff estimated to be 25 per cent inadequately trained. It has also been said often that the lag between commonly accepted educational theory and practice in the best schools is one full generation of children. Can this bottleneck be broken? Here are several sidelights of experience.

There can be little doubt about the efficacy of technical training in these times. In mechanistic war and defense a premium is placed on scientific knowledge, and the plea which streamlined the college and universities in respect to time schedules was for more and better higher education for both commissioned officers in the armed forces and the supervising workers in war industry. The personnel director of the greatest industry of its kind in the world is authority for the statement that minor executives must be trained in technical schools, that the concern has neither the time nor the ability to give the training the "hard way." This latter is coming up through the works from the lower level, and the stumbling block is union membership and seniority rule for advancement rather than efficiency and knowledge. This distinc-

¹Wilmette, Ill.

tion means a constant combing of the colleges and universities for the right sort of men who will make executives.

Contrasting with this commercial value of college degrees and education, but similar in type has been the great pressure on the part of the government not only to take over a number of universities, either *in toto* or in part, but also to provide speedy training on the lower levels, with special reference to federal subsidy through both vocational schools and the directly federally operated "assembly line for mass education" in minor phases of industrial arts. This huge output, trained very narrowly and with little related book learning to broaden the workers' outlook educationally, goes into the war industries. At this writing some 15,000 capable men with long experience in the industries are being sought to train these essential lower groups, which to a marked degree had been "lost" by the public schools.

The Holding Power of Schools

The greatest blight on the record of education in this country is that for various reasons, but many of them financial, administrative, and curricular, less than half the pupils who enter the public schools graduate from high school, and only about 10 per cent go on to college. If education is deemed efficacious in the field of our national social, economic and political illiteracy, here is the bottleneck of waste. Why do the schools lose pupils and what can increase their holding power? One of the answers is the diffuseness of national leadership; certainly few school-board members know where to put their finger on this leadership or to whom to turn for the type of advice that will assist them as active members of the community in so remaking the schools as to hold pupils long enough to make them greater assets to themselves and the nation. The existence of 127,000 separate, independent, and highly self-centered and individualistic school districts is another cause, and *per contra* the remedy should be such reorganization as will be effective socially. But two sharp deterrents are the vested money interests in teacher jobs and the petty local objections to sane reorganization, even though it would mean more intelligent financial support and greater benefits to children. The Federal Government has not as yet reached down into the level of the elementary schools to form a new pattern for procedure or to set examples as it has done through the NYA centers. But certainly to the more informed of the members of the educational profession it must be as apparent as it is to laymen that the Federal Government has said in effect: "You do not seem to know how to break this bottleneck in training for economic life. Here is at least one method from which you might learn."

There has been great emphasis on giving the teacher democratic rights within the schools. Also there has been a very sluggish attitude that the community in time, when, as, and if it wants something more or better in public education, will make its wants known, and then the teachers democratically, in cooperation with children and parents, will provide what is necessary. And the generation of lag previously referred to develops. This problem is definitely tied up with what has been called "chair-warming" credits for teacher training and in part may account for the sigma of incompetence that attaches in many school situations. Oddly enough, numer-

cus surveys showing teacher incompetence, civic indifference, and lack of leadership seem to disclose a condition of subject-matter brain binding, due to the type of educational traditions handed down from the days of the three R's and inadequate for either normal or emergency needs of the present generation. To mention only one glaring fault, it seems to the layman utterly illogical that in certain fields of either economic or political life, the average teacher, without field work in factory, store, office or polling place can gain experience sufficient to impart adequate knowledge of American life to the youth of the country. Almost in default of adequate teacher training and outlook, especially in the under-equipped rural areas, the pupils may be left to the unguided influences of the press, radio, movies, and slums, and such other highly effective agencies.

Los Angeles Schools Combine Comprehensive Accident Insurance

S. C. Joyner¹

For a number of years, the Los Angeles City school district has been self-insured on its general public liability risks. The reason for this was that it was profitable to do so. Constant vigilance on the part of the School Claims Department and the Superintendent's Safety Committee, together with the exceptionally fine legal representation of the County Counsel, enabled the school district to hold the claims and court judgments paid to a very low figure as compared with the high premium costs charged and offered by the insurance companies for an "owners, landlords, and tenants policy" to cover this risk.

How then could the district afford to buy insurance protection from private companies? The answer is one involving simple arithmetic. Add the various items of expenditure which make up the total costs to the school district, if they continued on the old basis, and compare this figure with the premium now asked by insurance companies to insure the risk. To begin with, it should be kept in mind that the "combined comprehensive policy" covers much more than the old landlords and tenants policy on general public liability. This new and broad coverage includes in addition to the general public liability, bodily injury protection on district-owned automobiles, trucks and buses, hired cars, nonownership automobile coverage, elevators, and boiler explosion and property damage protection, including that for automobiles.

Last spring, the superintendent authorized the Insurance Office to negotiate with the insurance companies and find what coverages and rates are now obtainable. When the competitive quotations were received on forms of coverage and premiums, the problem then became a simple matter of comparing the estimated insurance costs, on the basis of past loss-experience, with the school district costs under the old plan of insuring some risks and being self-insured on the general public liability.

In figuring the probable retrospective premium, the actual loss-experience on all risks in the past five years was used as a basis for computation.

¹Assistant Business Manager, Los Angeles City School District.

Education presents many aspects of a downright impasse. It has been said that almost no juvenile criminals have a Sabbath school record. Similarly it has been said that a vital school experience is almost as effective. The rapid changes in school effectiveness for the emergency has been shown. In the situation that lies ahead of all schools and colleges, with the need for reliance on women as men are taken for other work, with the threat of the schools again bogging down for lack of financial support, and with the determination of all governments to win the victory at any cost there is a challenge to all schoolmen, lay or professional. The least that should be done collectively is for all concerned at first hand with the schools to understand their own responsibility and the meaning of the bottlenecks and to determine to break them for the sake of our future society.

On this basis, the estimated annual net premium on the new comprehensive policy was approximately \$15,300. This figure, of course, will vary up or down within the minimum premium of \$12,500 and the maximum of \$24,919, according to the actual loss-experience. The probable yearly cost, if the school district were to continue the old plan of insuring some risks and being self-insured on the general public liability risk, was estimated to be \$17,500, or \$2,200 more than the cost of the new comprehensive coverage. In arriving at the estimate of \$17,500, the following items of expenditure were included:

1. Liability insurance premiums for:

- District vehicles—bodily injury and property damage.
- Hired cars—bodily injury and property damage.
- Automobile nonownership—bodily injury and property damage.
- Elevators—bodily injuries.
- Boiler explosion—bodily injuries.

The five insurance coverages listed here were formally purchased under competitive bidding and the premiums used in these computations were approximately 60 per cent below Manual rates for the risks involved.

2. Actual claims paid by school district on accidents coming under the self-insured tort liability risk.

3. Salaries of claims agent and his senior clerk. The resulting decrease in work due to the elimination of the handling of claims which are now covered by insurance enabled the superintendent to transfer and absorb other miscellaneous duties performed by these people and thus eliminate both positions.

4. Miscellaneous expenses, such as employee automobile mileage, expert witness fees, hearing costs, etc.

Retrospective Coverage

The policy is written for a five-year period to specifically cover the Los Angeles school district risks. The form of coverage is known as a stop-loss (the penalty premium representing the catastrophe risk is reinsured by the company) retrospective (premium based upon actual and not an estimated in advance loss-experience) type of protection. An audit of the accumulated loss-experience is made at the end of each 12-month period and the premium is adjusted within six months thereafter, in accordance with the actual losses incurred.

(Concluded on page 67)



The High School, Carlsbad, New Mexico, is a dignified building in an important civic center of the community. Haynes & Strange, Architects, Lubbock, Texas.

The Carlsbad School-Building Program¹

Edward C. DeMuth and Richard Heath²

Carlsbad, N. Mex., a city of approximately 13,000 people, is the home of the world famous Carlsbad Caverns as well as the center of the nation's potash-mining industry. Several years ago this rapidly growing community found that its school buildings were inadequate to care for the many additional families with their varied cultures who were locating in Carlsbad, due to tourist, potash, ranching, and agricultural development.

The school-building program was first

started on a modest scale when two elementary schools of six rooms each were constructed, at an approximate cost of \$50,000, so that temporary relief might be had. When

it became evident that this arrangement would not be sufficient, the wholehearted support of the community was obtained for the complete modernization of the city's school sys-



An early morning view of the auditorium entrance to the Carlsbad High School, Carlsbad, New Mexico.

¹Carlsbad, county seat of Eddy County, N. Mex., was first settled in 1893 as the town of Eddy. The name was later changed to Carlsbad. For many years the community was the center of important ranching enterprises. Later an irrigation project was completed, and Eddy County interests came to include agriculture, with cotton and alfalfa as the main crops.

In recent years, three factors contributed to the rapid growth of the city and its adjacent area; namely, the world famous Carlsbad Caverns, potash mining, and oil drilling and refining.

The first white man to explore the Caverns was a cowboy, Jim White, who in 1901 noticed flights of bats issuing from a huge hole in the ground. As the years went on, the United States Department of the Interior became interested in the caverns. Trails were mapped out and arrangements were made for easy access to the more interesting of the great caverns. This fairyland underground is now visited annually by 200,000 persons.

Oil came into its own near Carlsbad about 10 years ago, when wells were first drilled about 60 miles east of the city. Developments were made westward until today Eddy County is one of the largest producers in New Mexico.

It was while drilling for oil that potash in vast deposits was discovered in the county. Three companies have developed potash land holdings so that now New Mexico produces three fourths of the country's supply — so very important for present war efforts. Over 1600 employees are necessary for the industry. It is estimated that the supply will be sufficient for 85 years. Today potash is mined at 1000 ft., oil is drilled at 1300 ft., while cattle graze on the fertile prairie.

²Public Schools, Carlsbad, N. Mex.



Valuable life experiences are afforded in the workrooms, library, shops, laboratories, and physical education rooms of the Carlsbad High School. Top left: a cooking laboratory simulates home conditions. Top center: citizenship and community leadership are developed through the monitorial system. Top right: the library is the scholastic center of the school. Middle left: the mechanical drawing classes train for skill in reading a great variety of mechanical drawings. Middle and right: the stenographic courses lead into useful occupations. Bottom left: the physical education program is carefully balanced. Middle: science provides intelligent consumer knowledge. Right: play is emphasized.



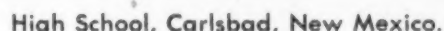
The mothers and housewives of Carlsbad enjoy periodical cooking school sessions in the main auditorium of the high school where hearing and seeing are perfect.

tem. By a 16 to 1 vote in favor of a bond issue plus a 45 per cent PWA grant totaling \$500,000 to finance this program. Haynes and Strange, architects, Lubbock, Tex., were placed in charge of making plans which were to take several years to become realities. Preliminary expenses for sites and other fees amounted to approximately \$39,000.

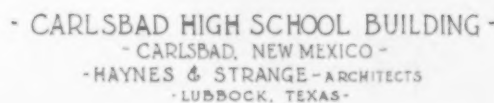
Carlsbad High School

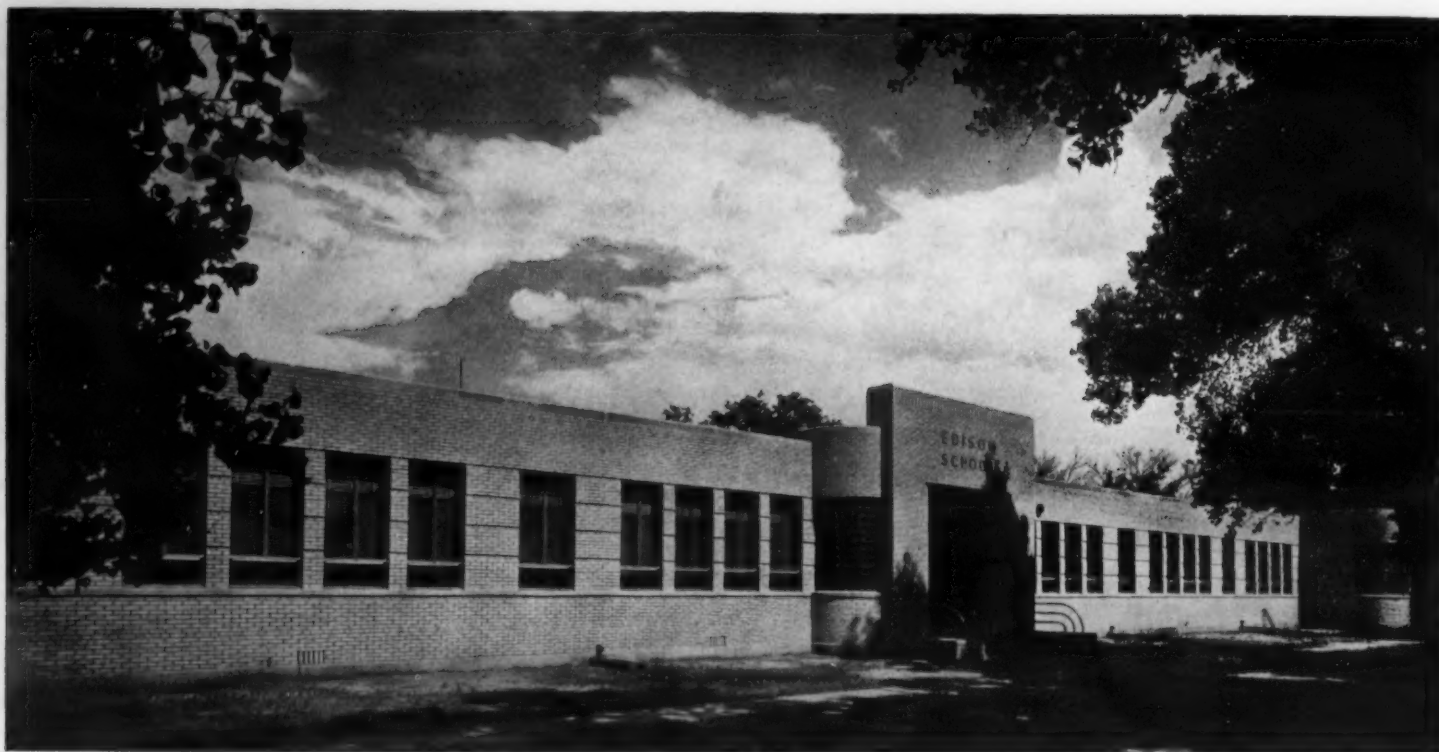
The culminating event of the building program was the recent dedication of one of the most complete high schools in the Southwest, which was erected at a cost of \$338,714. The building is divided into three sections: in the center, a two-story classroom section; at the right end, a college-regulation-size gymnasium and an auditorium; and at the left end, shops and laboratories. This arrangement has distinct advantages over the traditional plan in which the auditorium and gymnasium are at the center of the building. The placing of the larger units at the ends of the classroom section facilitates the use of the areas by the community, both day and night, since the auditorium and gymnasium can be operated independently of the rest of the building. The music rooms are also in-

A complete physical education program for both boys and girls is possible in the new high school building. The same gymnasium is used for the activities of both groups. Community groups also take advantage of the



Another feature of the elementary school is a completely equipped cafeteria with the





The Edison Elementary School, Carlsbad, New Mexico, has long horizontal lines and harmonizes perfectly with the modest residential neighborhood which it serves.



The Boy Scout Hut on the grounds of the Roosevelt School is greatly appreciated not only by the Scouts but by all the boys and girls attending the school.

latest in food preparation necessities. About 250 children may be seated at one time in the room, but more than twice this number of pupils are served daily. Since proper nutrition is stressed so much during the present war emergency, the cafeteria has proved to be one of the most useful parts of the school system.

The principal's office, health clinic, and library occupy a suite of rooms in the central part of the building. All classrooms and the cafeteria are served by a public-address system with central control in the principal's office. The system can be used for phonograph and radio programs. Maple floors are laid throughout except in the cafeteria, halls, and rest rooms where asphalt-tile and terrazzo have been used. The building has a gas-fired heating system, similar to that of the high school, complete with automatic temperature control.

Included in the building program was the complete remodeling of the Roosevelt School,



Left: a rear view of the Edison School.



Right: the cafeteria of the Edison School.

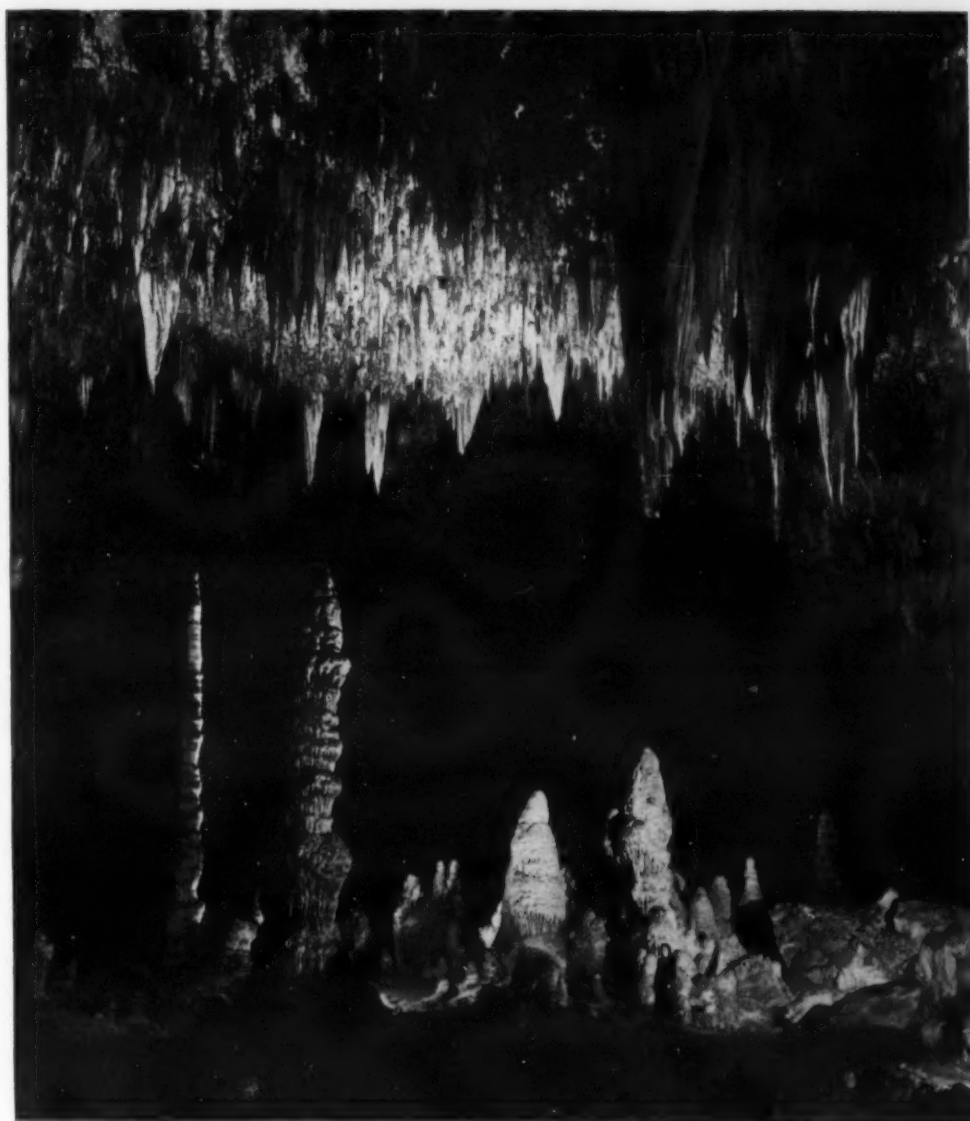
originally the first Carlsbad High School, at an expense of \$23,028. In order to transform the old structure into a modern and useful plant, the second story was removed. To compensate for the loss in classroom space, a wing of four rooms was added. New oak floors were laid throughout, and lockers similar in design to those of the Edison School were installed in all classrooms. The exterior finish of white stucco lends a touch of modernity to the building. The old heating plant, considered by engineers to be one of the best of its type, has been utilized in the remodeled structure to produce automatically regulated temperatures. The Roosevelt building now houses an intermediate school and cares for all fifth and sixth grades of the city schools.

The Junior High School

Since the completion of the building program the former high school has been utilized as a modern junior high school, complete with science and home-economics laboratories, shops, and a combination gymnasium and auditorium. Many activities of this school can be correlated with the senior high school since both buildings are but two blocks apart. The original cost of the junior high school building was approximately \$100,000.

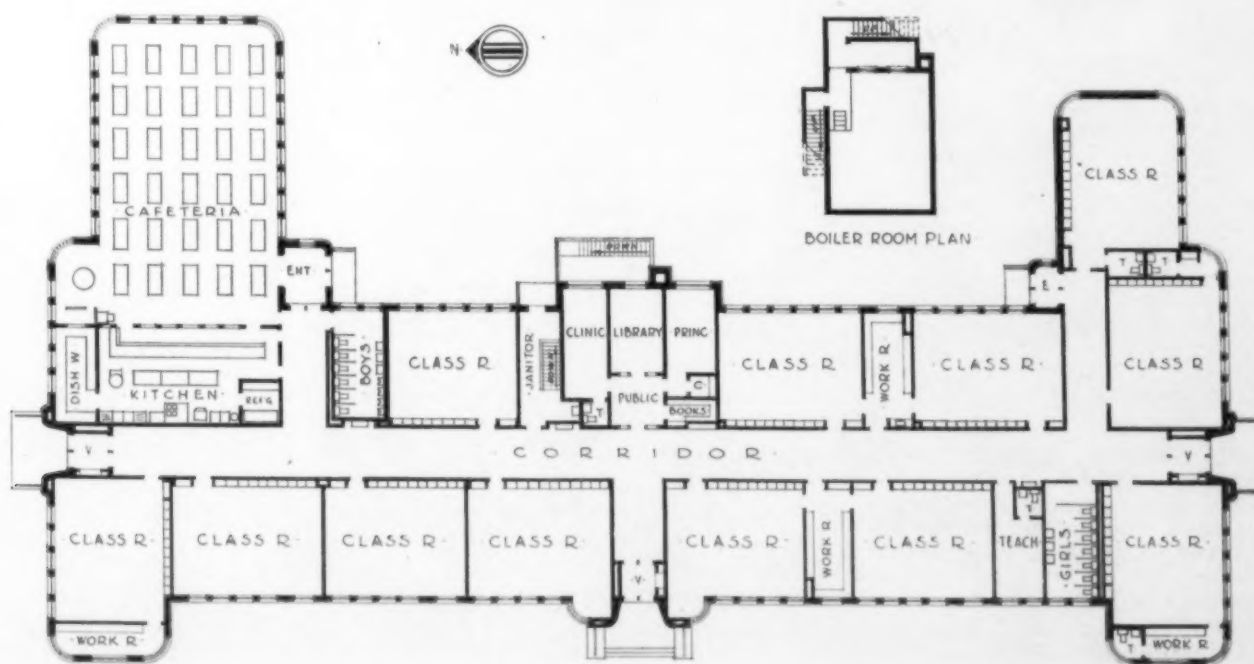
The West Elementary School and South Elementary School were the first buildings to be constructed when it was seen that additional classroom space would be needed to serve the growing population. They may be considered as twin buildings so to speak, since both follow the same general design and layout.

West School consists of six large and well-lighted rooms. The building is so arranged that additional rooms may be conveniently added. South School serves the Spanish-American population of the city in the prefirst and first four grades, in eight large and airy rooms, two of which were added as a part of the recent building program when the sum of \$8,429 was devoted to this particular school. Here the charm of the old Spanish Southwest has been preserved by emphasizing the customs and folklore of the people. Although New Mexico as a state frowns upon



The vastness and the grotesque beauty of the Carlsbad Caverns can be appreciated by this flash light picture of the Totem Poles room. Note the woman's figure in the foreground.

— Photo by Ray V. Davis.



Floor Plan, Edison Elementary School, Carlsbad, New Mexico. — Haynes & Strangé, Architects, Lubbock, Texas.



The former high school building has been remodeled and converted into an adequate junior high school plant.

racial segregation, the idea has proved a boon to the Spanish-American people of Carlsbad because the curriculum of the school has been adapted to fit their particular needs. A lunchroom in the annex serves all the children of the school with a balanced diet furnished through the cooperation of the governmental agencies, civic groups, and the board of education.

Building in the Suburbs

To serve another fast-growing section of the community, a humble beginning was made last year by transforming a former temporary frame structure into a modern two-room primary school at an investment of about \$7,000. Hillcrest School furnishes the same type of instruction which is characteristic of all Carlsbad schools, even though this building is located outside the city limits. Since it was not possible to vote additional bonds last year, the frame structure was moved from the Roosevelt School grounds to a plot of land about two miles distant from the original location. The building was completely renovated, and modern plumbing and heating facilities were installed. As a result, about a hundred first- and second-grade children are taken care of in a comfortable but economically arranged building.

Colored children of the school district are served by a three-room modern building. The standards maintained in this school are the same as those of the other Carlsbad schools. In addition, sewing and cooking are offered. The value of the Carver Colored School is about \$3,000.

Carlsbad's school plants, from the most elaborate to the lowest and most humble, have been described. Many times readers see only the best that a community has to offer; in this article the entire system has been described. One thing is true, though, regardless of the physical plant of any individual school in Carlsbad: standards are uniform in regard to books, supplies, and instruction.

Perhaps the uniformity of operation can be traced to the type of school administration which has been adopted, particularly in the elementary buildings. The system is new to most communities of Carlsbad's size although it is widely followed in larger cities. The six elementary schools are under the direct supervision of three principals who in turn are responsible to the superintendent. In this way

plans of procedure are simplified and uniformly as well as economically and efficiently worked out.

Santa Cruz Builds a Homemaking Unit

Homer H. Cornick¹

The Santa Cruz City High School District, including 16 rural districts serviced by junior and senior high schools, is located on the north end of Monterey Bay in a famous California resort area. The district, covering a large portion of Santa Cruz County, enrolls about 1800 pupils in its two junior and one senior high school. Many of the pupils come from rural homes in the hills and among the redwoods along the coast.

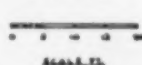
For some years the homemaking unit, located in the basement of the senior high school, had been considered inadequate, but lack of finances had prevented improvement.

In 1939 the board of education, upon the advice of Superintendent Roy E. Simpson, decided to build a homemaking cottage to supplement the obsolete unit in the main

building. The services of Architect Lynn R. Duckering were secured. As plans unfolded it became increasingly apparent that instead of supplementing the existing unit, the only satisfactory plan would be to erect a complete homemaking building. Plans were accordingly revised and the new building begun in the fall of 1939 was completed in 1940.

Students Cooperate in Erecting Building

In order to give the high school vocational carpentry classes an opportunity to participate, it was decided that a wood frame and stucco structure be erected on a reinforced concrete foundation. Form work done by the school classes offered excellent experience in work in which accuracy, strength, and neatness were required. The exacting requirements of proper bracing and nailing were also taught the classes in the framing of the walls, floors,



Floor Plan of Santa Cruz Homemaking Unit.

CONSTRUCTION AND EQUIPMENT DETAILS

High School, Carlsbad, New Mexico

Exterior, face brick and cast stone.
Flooring, corridor, asphalt tile on concrete; stair treads, terrazzo; classroom and auditorium, asphalt tile; toilet rooms, terrazzo.
Heating and Ventilating, low-pressure vacuum steam, convection heaters.
Temperature control, *Johnson Service*.
Program clocks, *International*.
Radio and broadcasting system, *International*.
Flush valves, *Sloan Royal*.
Blackboards, slate.
Furniture, classroom, libraries, lunchrooms, art and library, *Beckley Cardy Co.*

Edison School

Exterior, face brick and cast stone.
Flooring, classroom, asphalt tile; toilet rooms, terrazzo.
Heating, low-pressure steam, vacuum.
Temperature control, *Johnson Service*.
Program clocks, *International*.
Radio, *International*.
Flush valves, *Sloan Royal*.
Blackboards, slate.
Wardrobes, *Lockeroles Medart Mfg. Co.*

Roosevelt School

Exterior, Stucco on old face brick.
Flooring, corridor and classroom, oak.
Heating, steam.
Blackboards, composition.
Wardrobes, *Lockeroles Medart Mfg. Co.*

LEGEND			
1 STUDENT TRAYS	7 CLOSET	13 BEDDING BENCH	19 CHAIRS
2 SINKING SINK	8 TUBS	14 SINK	20 SEATERS
3 SEWING MACHINE	9 WASHING MACHINE	15 CUPBOARD	21 LOCKERS
4 CUTTING TABLE	10 BURNER CASE	16 SINK	22 TOILET
5 DRESS	11 DRESSING ROOM	17 BLACK BOARD	23 HORN CHAIR
6 MIRROR	12 DRESSING CASE	18 TELEVISION	24 PROJECTOR



The Homemaking Unit Building of the Santa Cruz High School is a simple concrete monolithic building harmonizing in design with the main high school building which it serves. — Lynn R. Duckering, Architect, Santa Cruz, California.

partitions, and roof. The architect and supervisor of construction held discussions with the classes during construction of important features. Bracing and anchoring features were outlined and illustrated on the job.

The rigid California state building code for "earthquake resistance" had to be carefully followed throughout the period of construction by the vocational classes. The later work of plumbing, heating, lighting, plastering, and painting was done by skilled labor. Cabinet and finish work on interiors was done by millwork.

The building contains four large rooms, several smaller workrooms, and suitable office

space. The foods laboratory is large enough to allow tablet-arm chairs for class purposes to be located at one side of the room. The combination living-dining room has a large fireplace and can be used as a girls' clubroom or as a meeting place for faculty groups. An adjacent kitchenette makes it possible to serve light refreshments without using the instructional equipment.

The foods laboratory is arranged in the kitchen unit plan, each unit having sink, range, and storage space. The laboratory is equipped with five gas ranges and two electric ranges of the latest design. Arrangements have been made with the utility company to

replace these ranges annually with the latest equipment at a nominal figure.

The clothing laboratory consists of a classroom, fitting and pressing room, and laundry equipped with the most modern household appliances.

All rooms are finished in soft colors to relieve eyestrain and are equipped with indirect lighting. In constructing the homemaking unit, particular attention was given to problems of heating, ventilation, and acoustics.

Teachers and students are enthusiastic about the new quarters, and school authorities feel that the new plant has added much to the spirit and morale of the school.



The kitchen, organized on the unit basis, is attractively treated in pastel colors.

TELL IT TO THE PUBLIC

Marty J. Berg

The forces that make for adaptation and adaptability are many and varied. The chance turning of the page of a textbook may give a teacher a different perspective on how better to teach a lesson which will result in the experimentation that is followed by introduction, adaptation, and diffusion.

A student may cry out unceremoniously and spontaneously during a lesson in algebra that involves the segments of a circle, after the teacher has drawn the circle and the crossing diameters on the blackboard, "That's just the way Mother cuts a pie!" The alert teacher, when the laughter has subsided, will not scold the exuberant student, but will use the pie as an illustration to teach the identical problem to future classes. Eventually, when she has related the story to her colleagues, it may be decided to include the method in the syllabus.

Again, parents whose homes are grouped within a reasonably small area, may discuss the bother it is that the school several miles distant has no transportation facilities for the children, and how equally bothersome each finds it to drive the child or children to school each morning, taking valuable time from other chores.

Out of such a discussion may evolve a rotation system whereby each parent will take his turn one morning a week to pick up and deliver his own and his neighbors' children to school. From this, too, may evolve a militant parents' group to proselyte for the adjustment of the tax rate to permit the inclusion of the purchase of a bus and the hiring of a driver in the next budget, and to permit of future operation and maintenance.

Yet again, the local superintendent may wish to install a cumulative record system, but his budget won't carry the burden, nor are there any items that can be whittled from it to permit the inclusion of the record-card installation. He knows his school board won't stand the expense. Diplomatically, adroitly, he wages his private campaign. He leads parents who come to him with problems regarding their children to the subject of his and the teachers' ineptitude because there is no ready reference record available with which to furnish the guidance the child should have; no record beyond the formal statistics of subject, deportment, and attendance presently maintained.

A statement appears in the local press from a local industrial tycoon that school graduates are being referred for jobs who have no aptitude for the work of his enterprise; that the schools should have some means of knowing what the students like to do, hope to do, etc. Before long, a hue and cry arises for the schools to do something. The board of education is petitioned; it meets with lay representatives; it calls the inwardly gleeful superintendent before it for an expression of his valued opinion; the cards are introduced into one school on a trial basis. The adaptation has been introduced!

Many examples could be cited. Suffice it that the dynamism, the leadership that effectively co-ordinates the community forces in concerted action to create a school system which "sloughs off outmoded purposes and practices and takes on new ones to meet new needs," is active.¹

A Procedure for Community Participation

The foregoing is in a sense a glance at the pattern of what is to follow, like the chorus device employed at the beginning of Greek dramas when, with circumlocution, the theme is explained. Our concern in this paper is to postulate a procedure that, with variations to suit particular situations, will either effect the introduction of adaptations or will be a positive stimulus to promotion diffusion.

If, as Nicholas Murray Butler declared several years ago, "It is the community which is in charge of the schools. The board of education is the servant of the community. The principals and teachers are servants of the community. The principal program of the work of the school is under the control of the community. They can wreck it or they can improve it. It is for the community in our democracy to provide for the school its support—not merely the financial basis upon which its work rests but the intellectual basis, the moral ideal, and the effective administration which are necessary to the accomplishment of its purposes,"² then it is our purpose to re-establish community participation.

Today, when the challenge to education to strengthen the bulwarks of the democratic way of life, and to free realistically and without equivocation the gigantic requirements of the defense effort, is a greater challenge than ever before it has encountered, the public must be returned to the fold from which it has been driven. This is an attempt to formulate a pattern that will reunite the forces that together can create the school systems which starry-eyed educators have dreamed about.

Home rule, the buttress of democracy, the constitutional guarantee that makes this yet young country the Gargantua among Lilliputians in stressful times such as those in which we now find ourselves, can best be nurtured by a more wholesome participation of the people in that rule. Education is the common people's property—and in this country we are all common people. Common here connotes a unity in democracy, and the fruition and preservation of that democracy. "They [the people] should have an opportunity to express their ideas and their desires and ambitions through their representatives who constitute the membership of the board of education" is one manner of stating the problem, as quoted from the recent Pittsburgh school survey.³

Helping the Editors Help Education

The press, the radio, the movies, are recognized as the three major mediums for reaching the public. Which of the three is the most important medium is not relevant to this discussion. A report has been written. It effects the whole population, every professional and lay facet, in its relationship to public education. How shall we take advantage of the public mediums to reach as many

people as possible with the message we believe this report has to deliver?

First, we fortify our plan by listing the individuals on the staffs of the mediums who we believe should have the report and its message brought to their—and through them to their respective reading and listening audiences—attention. The individuals—editors, news editors, columnists, feature editors, book reviewers, school-page editors, commentators—are in five medium categories as follows: (1) newspapers; (2) professional magazines; (3) general and news magazines; (4) news services; (5) radio stations.

We next determine the types of stories to be written properly to convey the message of the report to the person receiving it. A news editor would not be interested in a book review, and vice versa. From our five categories, we may classify the stories or articles required as those to be sent to: (1) editors, news editors, columnists, radio commentators, general news magazines, news services; (2) book reviewers; (3) professional magazines; (4) feature editors; (5) school editors.

The news story to go to editors, columnists, radio commentators, general news magazines, and news services must contain all the important elements of the report in the newspaper manner, written for public consumption with a minimum of technical language. Bear in mind that the age level of the country's population is still reputedly 12 years, and that the tabloids and their small-town counterparts have daily circulations larger by far than its old conservative papers.

The review for newspaper, general magazine, and news-service release may be patterned after the news article, but more pointedly a review of the report, always bearing in mind that a majority of the newspaper's readers are nonprofessional people. In metropolitan areas, where more than one newspaper is published, it may be necessary to prepare separate reviews. Each professional magazine selected must have prepared for it an article or review that emphasizes the relationship of the report's message to the interest of the professional group the magazine represents.

For feature editors, some item from the report must be selected, and a story built around it, subordinating the report itself to the single feature. Again, in metropolitan areas, this may require anywhere from two to a dozen special stories. For school-page editors on newspapers, magazines, and news services, the news-story type of article may serve the purpose. Often, the review or feature editor type of story serves the purpose. Should the special interest of the individual writer be known, the article may be prepared reflecting that interest.

We have covered the major points in the task we have undertaken. The writing, of course, requires time and a practiced hand. When the date of publication of the report has been definitely established, copy can proceed to be prepared. Extreme care should be exercised in the release of the articles to the professional and news magazines that the articles do not appear in advance of publication of the report. Stories in advance of publication are possible, and desirable in some instances, but we are not here concerned with them.

Good Timing Essential

Timing is of the essence. All stories should be released simultaneously. A release date should be fixed, as previously noted, and this date should appear on the first page, thus:

¹Mort, Paul R., and Cornell, Francis G., *Adaptability of Public School Systems*, New York, p. ix, 1938.

²Teachers College Record, April, 1936, p. 587.

³Strayer, George D., director, New York, p. 314, 1940.

For Release Sunday [or such day as is determined (month) (day) (year)]

As we are asking for free space in newspaper, magazine, or on the air, and space (and air) is worth money at so much a line (or second), with 14 agate lines to the inch, it is common practice to request publication of the item. This is usually done by using a one- or two-line message in the upper left-hand corner of the first page of copy, thus: *Please use and oblige* (name of institution)

Frequently, the release date and the request to use are combined, thus: *Please use* (date) *and oblige* (institution)

The articles must be posted to arrive at their destinations not less than 24 hours in advance of proposed publication. Forty-eight hours is preferred. This applies to newspapers, news services, and radio commentators. Magazines usually require more time, depending on the frequency of their publication, and the time prior to issue they close their forms. Book-review sections, feature sections, and special sections of Sunday papers are invariably printed the Thursday previous to the Sunday of distribution, so that such editors would be required to have the copy well before Thursday.

Personal contact is an important consideration, perhaps as important as all else, and should not be overlooked. The local school administrator should make it a point to be in good rapport with the members of the

local press. It is this writer's considered judgment that the "sound and fury" kindled by many a local school fight would be substantially quenched were the leaders of the country's school systems on a closer footing with the Fourth Estate, a footing that would cause an editor to refer the soundness of charges to his "friend," the school superintendent, before he printed them.

A telephone call to a news editor, a columnist, a school-page editor, telling him that the article is being sent to him, and that a favorable reception will be appreciated, does no harm. A short personal note attached to the copy for release often does as well. Should the authorities feel the report warrants it, a luncheon for the press, at the invitation of other than the authors, when the importance of the report is explained, and copies of the article distributed, is a device that invariably merits attention and achieves results.

There is in all this a technique, a methodology that requires much practice, in the absence of someone with experience to conduct such a campaign. First attempts are usually destined to be crude and reasonably ineffectual. Their failure—and expense—should not be deterrents to forward-striding administrators who are blessed with the vitality and the vision to want American schools to be the schools of the American people in the American democracy!



MR. AUGUSTE J. TETE
Superintendent of Schools-Elect
New Orleans, La.

Mr. Tete, who was elected superintendent of the New Orleans public schools on January 28, was promoted from the position of acting superintendent, which he had held since January 1. He was elected for a four-year term extending through June, 1945.

A native of New Orleans, Mr. Tete was a member of an old prominent French family. He was graduated from the Jesuit High School in 1897. After completing his high school education, he entered the sugar business with his father.

In 1902, he entered Tulane University where he received his bachelor in engineering degree in 1906. In 1907 he joined the staff of the Consumers' Electric Co. as an engineer. Later he became affiliated with an iron works firm where he continued his engineering work.

Mr. Tete entered the faculty of the Warren Easton High School in February, 1909. From 1910 to 1924 he was a summer instructor in mathematics in the Tulane Normal School and acted as principal of the Tulane Model High School. He was also director of the New Orleans public evening schools.

In 1918 Mr. Tete was chief instructor at Camp Martin. After the armistice, he remained in Tulane University as instructor in mathematics and electrical engineering until the expiration of his leave. He returned to the public school system in 1921. Two years later he received his master of arts degree from Tulane. His teaching service at the university and in the summer and night school classes had brought him into contact with prominent educators and he became acquainted with the trends in education.

After his appointment as assistant superintendent in July, 1923, he assumed the supervision and the administrative direction of all the white elementary schools. Later he was promoted to supervisory and administrative control of the white high schools. He was also chairman of the committee on assignment and transfer of teachers.

In 1940-41 Mr. Tete was named assistant superintendent (secretary) in charge of business administration and first assistant superintendent. As secretary of the board, he became also secretary of the teachers' retirement fund, a position which he still holds. His wise management of the retirement fund carried it through the entire period of the depression without a loss.

Mr. Tete's strong character and splendid capabilities will make him a most desirable successor to Mr. Nicholas Bauer. He enjoys the loyalty and respect of the teachers, principals, and administrative officers, and the confidence of the board in his business ability, in his understanding of pupil and teacher problems, and in his ability as an administrator.

Government in other National Defense classes, namely, \$2 per hour.

Besides these curricular courses, the board has provided a number of extracurricular training periods, beneficial to the community at large. First-aid classes are being taught by

(Concluded on page 67)

Duluth Carries Forward War Training Program

School boards throughout the country are cooperating with the government in carrying on defense programs under federal provisions. Well worked out on a general scale, these federal plans cover almost every phase of instructional work and are financed by the government. Particular needs of individual communities, however, often open new avenues of training which had not been foreseen by the planners nor could have been. It takes initiative and ingenuity on the part of responsible local school executives to visualize particular needs and provide a remedy.

The board of education of the city of Duluth upon the recommendation of Superintendent H. H. Eelkema, after cooperating wholeheartedly with the government program, has gone farther. It has extended its program to offer courses obviously necessary in Duluth which are not covered by the federal program. Appropriations for carrying out this extended program are being provided by the city itself with the hope, of course, that reimbursement will eventually follow. The program is on an OSY basis.

After analyzing the situation in so far as the Duluth school system's equipment was concerned, looking to how it could be turned into defense training, Superintendent Eelkema made a number of recommendations to the board which resulted in the formation of special training classes, not provided for by federal plans.

It was apparent that young men, likely to enter the service within a short time, needed some specialty training which would fit them into a specialists' job in the armed forces. A Radio Communications course was started for them. Within a short time, there was such a

demand for this course that the board had to authorize the establishment of a second one. Being a 12-week course, even when students are called to the service before completing the full course, they have sufficient groundwork to shorten their training period in a similar line of work in the army. A weekly tuition payment policy is followed so as not to penalize them. About one half of the cost of operating the class comes from the tuition of \$12, payable weekly in advance. The superintendent selects the instructor.

Young men and adults interested in gaining training for war industries are being provided with means to acquire a skill in three different branches. Machinist training is offered on a junior college level in classes held on Saturdays from 8 a.m. to 1 p.m., for a period of 12 weeks. This course is offered on a credit basis to anyone who is a high school graduate; on a noncredit basis to adults who are especially interested in obtaining background for an advance course dealing with special practice in the manipulation of a particular machine for the purpose of increasing skill upon one machine.

The advanced course in special skill training for young men and adults who have one semester of high school machine shop or its equivalent, is offered as another course.

To enable the men of the city who have had some training in welding but insufficient experience for passing the Navy test, the board has provided a course designed to give them the necessary training and brush-up experience. The class also meets on Saturday from 8 a.m. to 1 p.m.

Instructors in these special courses are paid the same rate as that set by the Federal

Let's Protect Ourselves from Unwise Tenure Homer Kempfer¹

It is widely recognized by school administrators, boards of education, and the lay public that the most crucial problem arising from teacher tenure laws is that of getting rid of incompetent personnel. Thus far it has seemed humanly impossible to write a satisfactory tenure law that will give adequate protection to competent teachers without making it all but impossible to remove any but the most flagrantly incompetent. This fact, as it is illustrated by the experience of more than half the states and in some cases reaching back more than 30 years, is undoubtedly the biggest handicap preventing the passage of needed tenure legislation in the remaining states. With the undisputed merits of well-written laws, protection offered by tenure legislation is to be sought by every legitimate means for every competent teacher in America. Yet so long as school systems are forced to retain grossly incompetent personnel, a sizable percentage of the teachers of this nation are likely to remain without tenure rights or to gain them very slowly.

Other benefits likewise cannot come so long as the situation remains as it is. The employing of large numbers of permanent substitutes should cease; rapid turnover in the probationary years should slow up. The pernicious and discouraging practice of dropping so many young teachers at the end of the second or third year to prevent their attaining indefinite tenure will be eased if there is a reasonable chance of rectifying serious difficulties later.

A study of court cases, legal efforts, and other varied tactics used to remove teachers who obviously should be dismissed leaves one with the impression that relatively little further hope lies along those lines. While not every conceivable way has been tried, certainly the grosser efforts have failed to yield satisfactory solutions.

While it is inadvisable to reduce incompetence to statistics, the number of recognized cases of evident unsuitability for classroom work is higher than the profession can afford to carry or the public afford to keep in its schools. Even if one considers unduly the estimate that 4 per cent of the instructional personnel are mildly mental cases,² practically every supervisor knows individuals who are doing irreparable damage to their classes day after day. Whereas it cannot be claimed that no incompetence exists under tenureless conditions, certainly the way is open for much easier redress than under tenure. At least the chief argument against tenure would be removed if it were consistently demonstrable that grossly inefficient teachers could be dismissed more easily.

The record shows that the same tenure law which gives adequate protection to the able teacher also throws a fence around weak personnel which is likely to be harmful in the long run. It must be remembered that of the two groups concerned, society and the profession, the stake of society is supreme. As

present tenure laws operate, they tend to favor the teacher. While careful selection procedures and observation and supervision during the probationary period can do much to obtain a high quality of personnel, by these means alone no school system can protect itself from infection and failure that may develop in later years. Usually when a system attempts to rid itself of such infection, those groups feeling most strongly on tenure are found allied in their sympathies, if not in their active support, with the teacher—in many cases without a proper perspective of the case. "One for all and all for one" is the motto applied to a narrow group. Such loyalty to the principles of tenure is to be expected immediately after a hard fight to get the law established. To hold the attitude for a generation, however, is a sign of professional immaturity.

Now that the fact of tenure has been firmly established in many places, it would

seem wiser for the profession as a whole if that segment enjoying its protection would adopt a new principle for making it effective. Possibly there is something to be learned from the policies and practices of the American Association of University Professors. Instead of looking to the law and fighting to retain the teacher's tenure in every case, the profession should assume more responsibility for cleaning its own house. It has been shown repeatedly that both professional and mechanic groups increase the respect in which they are held by the discipline they hold over their members. Even medicine, to which education so often looks as a model, has an occasional house cleaning. The theory is proposed that teacher groups, too, could make substantial professional gains if they carefully investigated cases of alleged incompetency and actually assisted in obtaining the dismissal of individuals who fall below a satisfactory minimum. Such action is necessary if the basic tenet that schools exist for the benefit of children is upheld. So long as teachers bind together to prevent the removal of their own professional deadwood, so long can it be said that the profession places its own self-interest above the interests of childhood. So long also will tenure continue to be condemned by large sections of the population.

Greater Kansas City Trade Area Occupational Study Nadine E. Miller

Realizing that something must be done for the 80 per cent of the pupils whose formal education ends with high school, Dr. Herold Hunt, superintendent of the Kansas City, Mo., public schools suggested in the fall of 1941, that an occupational study should be made of the greater Kansas City trade area.

As a result a conference with representatives of the Missouri and Kansas state departments of education, and the superintendents of school districts in greater Kansas City was called. At this meeting an executive committee was chosen, with O. H. Day, director of vocational education, and principal of the Manual High and Vocational School of Kansas City, Mo., as chairman. Other members of the committee are: J. R. Guy, superintendent of schools, Sugar Creek, Mo.; J. C. Harmon, principal, Argentine High School, Kansas City, Kans.; L. O. Little, superintendent of schools, North Kansas City, Mo.; W. E. Matthews, superintendent of schools, Independence, Mo.

The next step was to secure the approval and financial support of the directors of the school districts. This was done and an estimated budget of \$4,000 was adopted. Each school district participating is paying in proportion to its school enrollment. There are now 11 school districts involving 31 junior and senior high schools taking part in the study.

Purpose of the Study

The purpose of this study is threefold. The first and major objective being to obtain from employers in Greater Kansas City information that will permit the development of added subjects in the secondary school program that will meet the needs of the majority of young people of this particular

trade area. Second, by using school personnel to obtain the information, these school people will become better acquainted with the community and will have a better understanding of life outside the school. The third objective, recently adopted is that the study will secure data which will aid in adjusting schools to present war objectives.

In organizing the work for the study the first step was the setting up of a master file of the employers in this area. In making this file every possible source of information was consulted. This file was set up in triplicate. One listing all employers alphabetically; the second being organized by industries according to the industrial code, and the third in groupings of cards to be handled by the individual interviewers. High school classes have assisted with the making of the files, the printing of the forms, and the typing of materials.

A committee to develop the instrument to be used for securing the data was selected. Miss Elizabeth K. Wilson, director of high school counseling in the Kansas City schools was named chairman. After much study of surveys made in other places and a great deal of research and experimentation a form was developed to fit this particular location. Following the completion of the preliminary work the instruments committee became the supervisory committee with authority to organize and carry on the study.

At the present time the work has progressed to where the field work, the actual interviewing will be begun. Each school district has taken the responsibility for selecting interviewers. Certain groups of employees, who because of the very nature of their work are particularly adapted to a certain field have been assigned particular industries, as, for

¹Teachers College, Columbia University, New York.

²Emil Altman, "Our Mentally Unbalanced Teachers," *American Mercury*, LII: 391, Apr., 1941.

example, the printing instructors, the printing trades; the merchandising teachers, the retail stores; the school nurses, the hospitals, etc. The personal interviewing will be done by 150 interviewers taking instruments to more than 3000 employers who employ eight or more in their firms. These interviewers will also cover a large sampling of the smaller firms in the various occupations. The vice-principals and counselors, who after all do much of the counseling, have been released full time. It is expected the interviewing will take a month.

Professional people are being interviewed by mail. Five thousand inquiries have been made.

Even the preliminary work of the com-

mittee in charge has revealed that there is a valuable contribution to the curriculum to be made by the cooperative effort of employers and the schools. Significant information will be incorporated in the curriculum as rapidly as it is organized for use.

The school districts participating are: Kansas City, Mo.; Kansas City, Kans.; Independence, Mo.; North Kansas City, Mo.; Sugar Creek, Mo.; Washington Rural High School, Kansas City, Kans.; Center High School, Kansas City, Mo.; Ruhl Hartman High School, Kansas City, Mo.; Ruskin High School, Hickman Mills, Mo.; Turner, Kans.; and Raytown, Mo.

Wartime Public Relations

Harvey G. Humann¹

Today as never before, the American public schools have the opportunity to prove their worth in terms the public can understand. The schools in Kansas City, Kans., a typical mid-west city of 120,000, are systematically going about doing that job.

A board of education, school- and civic-minded, led by its superintendent, has inaugurated a host of services for adults that are not only immediately serviceable for the community's industrial plants but for long-range civilian improvements of the city. The schools have adopted adult education as "a central rather than a marginal educational responsibility."

The schools' adult-education program, their general services to the community, plus teacher leadership in community activities are building up a healthy good will that is paying dividends in real support for the schools.

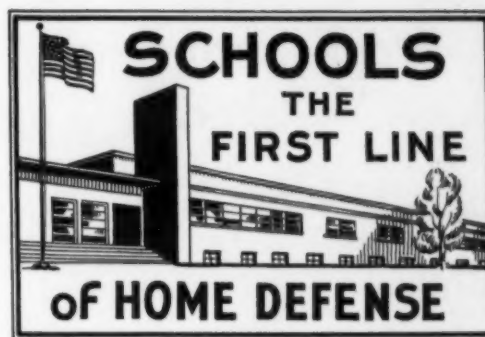
Starting with one class in sheet-metal work in July, 1940, the high schools and vocational schools, are offering more than a dozen technical training courses to 2000 defense workers—men and women—every 10 weeks. The schools have not, however, confined their program to defense industries. They have also gone into civilian industries to set up classes designed to improve the workers already employed. A dozen of these classes in blueprint reading, drafting, radio assembly, shop mathematics, and petroleum engineering are in progress.

Wishing to help still another group of adults, the board, last fall, asked Kansas University to offer federal-financed courses as night classes in the local Junior College. Today 10 courses in engineering, science, and management are being given to hundreds of local men and women.

The schools' most recent extension is in the field of distributive education. The board of education, a month ago, appointed a director for that work, charged with setting up classes under the George-Dean Act. Five classes are under way in retail meat merchandising, grocery merchandising, store-window decorating, insurance selling, and retail shoe selling.

The schools are taking services to the community in still other ways. Since January 1, the teachers have organized adult first-aid classes in churches, lodges, fire stations, and schools to build up a large reserve of workers who can go into action during an emergency. Over 1000 adults have been enrolled in that work.

¹Editor, The School Bulletin, Kansas City, Kans.



"A Charter for War Effort," which is circulated among community leaders as well as teachers. The bulletin briefly charts the schools' wartime program for vocational education, adult education, physical and mental health, civic and military service, community service, etc.

With the war effort bulletin is being distributed a four-page pamphlet, giving concrete ideas and suggestions for setting up and following through school, community, and individual victory gardens. This pamphlet will be followed, before the end of April, by similar publications on nutrition and vocational education.

The community has already affirmed its appreciation and faith in such school services and leadership. The school tax, unusually high because of unequal assessments, stands at \$2.30 per \$100. In spite of this, however, a 2.8 per cent salary restoration was made early in February, which brought wages of school employees back to the basic 1929 schedules. Furthermore, teachers' salaries will be further increased approximately 5 per cent in January, 1943, to help offset inflated living costs during the war.

It has been only through constant service to the community that the schools have gained firm public support. Schools here, as everywhere, must continue to build up greater confidence and sharper understanding and appreciation. Today when the communities are looking to the schools for services to help win the war, educators and teachers must condition the public mind for the proper support the schools will need.



The Montgomery County Board of Education at Dayton, Ohio, is distinctly a working body. Left to right: Elgar Weaver, Brookville; Edward Harp, Jefferson Twp.; George L. Ernst, Van Buren Twp.; N. A. Shank, Wayne Twp.; Earl L. Heck, Englewood.

Work Experience in High-School for Credit, Wages, and War

Robert A. Scott¹

For a number of years many high school principals have been at a loss to find a course that would provide some actual work experience for their students. About a year ago, after some study of the pamphlet "What the High Schools Should Teach," and with some encouragement from Dr. C. E. Ragsdale of the University of Wisconsin, and our state department of education, we decided to explore the possibilities of actual work experience in the community of Cuba City.

The first question that comes to the mind of a teacher when a new course is to be set up is, "What does the course expect to accomplish?" The following are some of the objectives:

1. Appreciation of the dignity of labor and the satisfaction that comes from taking part in the world's work
2. An opportunity for orientation and exploration
3. Vocation training
4. A chance to earn and learn the value of money
5. A chance for a closely knit relationship between the school and the community in work experience
6. The training in this course is very much in line with the needs of our nation in time of war

The second question is, "How can the course be set up?" There are many ways this may be done, but here is the procedure used in Cuba City. After careful consideration by the board of education, the members of the senior class of 1941 were asked if they were interested in the course. The response was good. Fifteen of the 40 seniors expressed an interest.

The second step was to make a personal contact with the businessmen who might be interested. We found the men in the stores, offices, and garages very willing to cooperate.

Our third step was to have the parents, students, and employers agree to the following simple contract:

The Student's Agreement

1. The student must work the equivalent of at least 7½ hours per week for a semester's credit.
2. The work must be approved by the school.
3. The student cannot work for a relative.
4. The student must have this blank signed by his parents, employer, himself, and the high school principal.
5. The student is permitted one hour each day of school time.

The Employer's Part

1. The employer is expected to comply with all the requirements of the child labor laws in the state of Wisconsin, such as minimum wages, social security, and work permit.
2. The employer is expected to make a

report twice each semester on the progress of the student.

3. The employer is expected to use the student as any other beginning employee. The student may be dismissed at any time he is not doing satisfactory work.

Signature of student.....Parent.....
Employer.....Principal.....

The results and conclusions:

1. In the past year 22 students have completed a semester of work.
2. Five of the above 22 students earned their credit without pay by working in the school system.
3. The other students worked in general stores, garages, service stations, plumbing shop, post office, machine shop, and doctor's office.
4. One boy worked with the industrial-arts teacher in construction work during the past summer.
5. One student has not done satisfactory work.
6. All others have done at least as well as they were doing in school, and in several cases they did the best work of their school careers.

The results, as judged by both the employer and employee, are good.

From the above limited experience a few tentative conclusions may be helpful to anyone desiring to attempt such a course in work experience:

1. Two semesters' credit for seniors does not seem to be too much.
2. Care should be taken to meet all the requirements of the State Industrial Commission.
3. No bad effects are apparent from permitting the student to work during school hours for both credit and wages.
4. These students need some supervision and guidance.
5. The guidance problem is the same as in any other course.
6. The above plan, it would appear, can be set up in any village or city where some capable teacher can make the proper contacts and gain the co-operation of the businessmen.
7. The above course has the advantage of much flexibility without lowering the educational standard.

8. The possibilities of a course like this have not, as yet, been completely anticipated in any school system.

UNITED STATES WAR FILMS

In the interest of informing the American public concerning various aspects of the war effort, the Federal Government has produced and is offering a number of motion pictures. No charge is made for the use of these films. The subjects are all 16mm. sound films and may be obtained from the Film Unit, Division of Information, Office for Emergency Management, Washington, D. C.

The films comprise these subjects: Aluminum, Army in Overalls, Bomber, Building a Bomber, Defense Review No. 1, Defense Review No. 2, Defense Review No. 3, Homes for Defense, Men and Ships, Power for Defense, Women in Defense, New Spirit (Donald Duck pays taxes).

A BOMB BATTLER FOR MALVERNE PUBLIC SCHOOLS

Planned and built by J. L. Phippard, supervisor of buildings, Frank Pabst, assistant supervisor, and John Ward, school mechanic, Malverne, N. Y., public schools, this incendiary bomb fire-fighting unit contains enough materials to extinguish between 15 and 20 incendiary bombs. The sandbox is mounted on a ball-bearing swivel truck, making it possible for one man to move the entire unit to any location where fire may break out.

The pails are kept about one-third full of sand. Additional sand may be obtained by pulling the chain and releasing the amount required. The unit is equipped with an ax, pinch bar, long-handled shovel, and hoe. A flashlight and sand blanket are mounted behind the box. Dr. Howard T. Herber, superintendent, announced that under the authorization of the Malverne school board, one unit has been installed on each floor of every school building.



The incendiary bomb fighting outfit prepared for use in the Malverne schools.

¹Supervising Principal, Cuba City, Wis.

²The report of a special committee prepared for The American Youth Commission and other cooperating organizations. Published by the American Council on Education, Washington, D. C., 1940.

This Business of School Feeding—XI

Enlisting Student Interest

George Mueller¹

Today is definitely an age of youth. All our war efforts, particularly the major combat strategy, places an accent on youth. All school feeding activities, in order that they should serve to the maximum of efficiency, must give very serious consideration to the young folk whom they serve. We must take for granted that the lunchroom will do the very best job possible in the nutritional field. In this article we would like to point out some experiences and methods by which we harnessed the energies and the interests of our school patronage.

Perhaps it is a sign of age when I say that young people assume responsibilities today that we were not trained to assume at their age. It is greatly to the credit of the school systems that this is possible. The alert cafeteria director will always be on the lookout for methods by which she can enlist this boundless energy and interest of her patrons. It might be of interest to list some of such possible ways.

The first way—and perhaps the oldest way—is to employ students in various capacities in the lunchroom. Such help falls naturally into two classes—those who are compensated either in cash or in kind, and those who are appointed as student proctors. I have had several interesting experiences with both classes. In schools where appointment to proctorship or student sponsor is honorary, the help afforded in maintaining order and neatness is remarkable. This is no new method in placing responsibility—and it is no outmoded method. Such appointed sponsors—often organized into a definite club with distinguishing pin or arm band—do not receive any compensation for their efforts and definitely understand that none is to be expected. I was amused, perhaps a little chagrined, when I tried to offer one boy a free turkey dinner during our Christmas celebration.

Most of our schools also employ student help to assist in clearing tables, carrying dishes and glasses, and similar work. Recently, in a new school I had trouble in getting student help because, I suppose, of an imagined stigma attached to any student who would work in the cafeteria. This problem was neatly solved by the aid of the principal who asked in the student assembly for volunteers. He based his appeal upon the opportunity afforded for service to the school, and now many of the student leaders are working for the lunchroom. This will, no doubt, break down student prejudice and next year will bring applications from those who really need the work and who are usually the most self-conscious in such matters. I noticed too, with interest, that business sharply increased at counters where popular students are stationed.

But student interest can also be enlisted by other methods. Some of the most pleasant contacts gained in cafeteria management have been the times when I have met with high school student councils. The students are interested in all phases of cafeteria management; they want to know why certain dishes occur on regular days; they want to know why prices cannot be reduced or portions

increased; and, if they are not treated as the patrons that they are, a very hostile student attitude may develop. There have been several interesting meetings with student representatives, and it is pleasant to report that seeming difficulties never presented any real problems. Such difficulties are like steep hills on the road that remain steep until approached, when they usually level off. One incident involved the definition of what comprised one cracker: Was one cracker just the single square or was one cracker oblong, consisting of two squares perforated. This small matter was an important issue to the student council and you may be sure received serious attention. It always seems the best policy to allow free criticism and admit mistakes when made.

There are many other ways to win the interest of the student body. These include sponsored tours through the cafeteria kitchens, "specials" on occasions of sport victories, and the never ceasing effort on the part of the manager to make each student feel that it is *his* cafeteria.

Another project that lends itself to student cooperation is the use of the cafeteria as a laboratory for the art department. Our trade school cafeteria is daily supplied with art menu posters, and on special occasions the various high school art departments are asked to submit poster designs. In another school, three sets of murals have been designed and executed by the art classes. These murals depict the history of food since the Stone Age.

Certainly the axiom so often expressed by psychologists is effective in cafeteria management: get pupils interested in the cafeteria by having them serve the cafeteria.

Frozen—to Thaw Again?

School cafeteria purchasing agents must have read with interest of the recent "freezing" order of wholesalers' and packers' selling prices of some 27 canned goods items. This order followed our prediction that such an order would fix prices as of certain date, without regard to the fairness or equitableness of such prices as of these dates. For as those who are experienced in food purchasing well know, canned goods prices in the wholesale trade have long been advanced in anticipation of such a move. But even the little feeling of joy derived from the seeming final price stoppage was short lived—for the newspaper reports told only half the story. The rest of the story as it came over the teletype will be of equal interest to school cafeteria food purchasers. For those who have not had this information, I quote the following from regulation No. 1 issued by OPA.

Explanation of Price Freezing Order—Temporarily, prices apply for 60 days and only to 1941 packs. Must be supplanted by permanent order within 60 days. Amendments will be included for 1942 packs, starting with spinach and asparagus as these come on, taking into consideration all costs for labor, raw materials, etc.

Explanations from Agricultural Administration—Packers should not think this sets price for new packs, where high costs are certain. Consideration of these assured by OPA and almost guaranteed by Agricultural Administration.

Agricultural Administration wished packers to understand that spot prices frozen are not to be used as prices for 1942 packs, using these as an excuse to depress prices to growers. Canners are expected to pay prices necessary to secure maximum production, with Agricultural Administration sitting in to see that growers and canners are protected.

After reading the above, we cannot have a feeling of any kind of price security. There are also several other phases regarding supply of canned items available for next year. The two following tables with supplementary information should interest lunchroom purchasers of food. Although growers and packers of certain products have been ordered to increase the 1942 yield, many items commonly used will be greatly limited.

The government has restricted the use of tin cans in trying to spread a year's supply of tin over a period of four years. All dried products, pork and beans, kidney beans, red beans, hominy, etc., are eliminated. So are Chinese foods, dog food, beer, cocoa, coffee, spices, baking powder, spaghetti, mushrooms, preserves, pickles, figs, nuts, chili sauce, and catsup.

Reductions are made in the pack of other items in tin:

Apples and Applesauce	Reduced to 75% of the 1940 pack
Spiced Crab Apples	None to be packed
Apple Butter	None to be packed
Apricots	Limited to 75% of the 1940 pack
Beets	Limited to 75% of the 1940 pack
Carrots	Limited to 75% of the 1940 pack
Carrots and Peas	Limited to 75% of the 1940 pack
Kraut	Restricted to 50% of bulk holdings
Chili Con Carne	Packed only in No. 1 cans (No No. 10 cans will be packed)
Tamales	Entirely out
Olives—Ripe	Limited to 50% of the 1941 pack
Peaches—Whole	None to be packed
Pears—Whole	None to be packed
Peaches—California	Limited to 75% of the 1940 pack
Free Pimientos	Limited to 50% of the 1940 pack (to be packed only in No. 2, No. 2½, and No. 10)
Plums	Limited to 50% of the 1940 pack
Pumpkin	Limited to 50% of the 1940 pack
Soups—Ready to serve	Limited to 25% of the 1940 pack until June 30. None packed after that date.
Soups—Condensed	Limited to 1941 pack.

There is no tuna or fish of any kind being packed in California. The boats cannot operate because of submarines off the Pacific coast, and there is a serious doubt as to whether or not red salmon will be packed this year for the same reason. It is doubtful about pink salmon. Pinks are caught in the protected areas of the Northwest, and provided we do not have an attack on the Northwest, pink salmon may be packed. Red salmon is caught in the ocean before the fish reach the rivers; consequently, the fishermen have no protection.

In addition, the government has asked that a definite percentage of the normal or asked for 1942 pack be reserved for government purchase. Any crop failure or pack shortage, it is interpreted, must be absorbed in the quota available for civilian use and not deducted in proportionate amount from the government reserve. Government percentages asked for are:

Items	Percentages
Asparagus	44
Lima Beans	22
Green and Wax Beans	21
Peas	35
Corn	18
Tomatoes	30
Apples	32
Red pitted cherries	27
Black & Royal Anne cherries	25
Peaches	23
Pears	26
Pineapple	25
Fruit cocktail	16

The above is according to the latest information.
(Concluded on page 67)

¹Assistant Secretary, Kansas City, Mo.

THE AMERICAN School Board Journal

A Monthly Periodical of School Administration

Edited by

Wm. Geo. Bruce and Wm. C. Bruce

A School-Board Headache

TWO contending forces are constantly at work in the field of school administration. One spells economy and the other implies increased costs.

The school administrator stands in between the contending forces, compelled to deny one or the other. He deals with conditions of finance and is guided by the principles of wise and efficient school housekeeping.

Just now there is in several sections of the country a pressure for an increase in teachers' salaries. The cost of living has been increased and wages in the industrial field have been adjusted accordingly. Teachers and nonprofessional school employees have made demands upon school authorities for a higher wage. Their demands are justified in the light of present economic conditions.

The impasse is reached when the school administrator says, "Well and good! But where shall we get the money to increase our budget?"

The solution here must be found in an increased tax levy for the maintenance of the schools. Will the taxpayer consent to a greater tribute than he is now paying? Public sentiment must decide. Local conditions must determine.

The school administrator must meet the problem in the light of common expediency and the conditions which confront him. It is finally a local problem which cannot be solved by outside judgment.

School Plant Study in 1942

THE war situation is providing an ideal opportunity for school boards to restudy the school plant programs of the respective cities and counties.

The United States Office of Education is asking every major school unit to examine its school facilities for the purpose of determining what new buildings and additions are necessary and what extensive remodeling operations will be advisable to modernize old structures in line with educational programs and present-day sanitary and safety conceptions. While the ultimate purpose is to develop a "shelf of school building needs," which will enable the Federal Government to provide aid under a program similar to the very suc-

cessful Federal Works Agency of the recent unlamented depression decade, it is to be hoped that local school authorities will go very much farther in their studies than the federal questionnaires require. It seems advisable to study not only the needs for actual classroom and seating accommodations but to inquire into the entire building and plant policies which obtain.

Wherever the school districts have competent school plant supervisors and architects, it will be possible to study the kind of buildings to be erected, the materials to be used, the mechanical plants to be installed, and the general types of plans to be followed. Questions can be raised about the true educational economy of monumental structures in historic architectural styles, built to last a century. Ways and means can be sought of building well and safely for two generations only, and of making buildings more flexible for adult and child use, for wide community service—all at a saving in first cost and upkeep. Study can also be made of new materials and construction methods so that immediate work can be begun where it is needed.

There need be no interference with the total war effort where school authorities throw some of their precedents into the discard and plan intelligently.

An Aspect of Teacher and School-Board Relations

THE major professions of law, medicine, architecture, and engineering have been built up largely through the self-activity of the members, and public legislation has been invoked for professional ends largely to unify and universalize standards of personal ability, education, experience, and ethical service which the leaders and a considerable proportion of the rank and file have achieved. The individual is protected by the professional groups only in so far as this action helps the profession itself. The lawyer, the doctor, in fact the professional man generally who offends against the ethics of the profession is usually punished through the initiative of the profession itself. If he gets into difficulties through incompetence, negligence, and personality or emotional defects, he is allowed to quietly eliminate himself.

During the past 25 or 30 decades, teaching has been undergoing professionalization at an ever increasing rate, and there has been a vast activity on the part of teachers' organizations to have teaching recognized as one of the learned professions. Much has been done to set up high standards for entrance into teaching, to gain social recognition for teachers, ade-

quate compensation, tenure, and old-age pensions. The teachers' organizations do not, however, seem to have been able to take their cues for legislation and for local campaigns of protection from the older professions and their organizations. Attitudes and actions of school boards in hiring and dismissing teachers, the general tendency of numerous communities to buy teachers' services at the lowest of the market, and the common insecurity of teachers have compelled the state and local associations to fight with the weapons of the labor unions and to do many things that the competent and professionally minded members merely tolerate but do not approve. Thus, many of the recent legal contests arising out of the tenure laws have not permitted discrimination between fitness or unfitness, or upon the actual need for teachers, but have been based upon legal technicalities. Cases involving salaries have not been based upon the ability or lack of ability of a community to maintain a salary schedule, but have insisted upon contractual rights that were impossible to maintain.

Two distinct lines of reform seem to be necessary to solidify the position of teaching as a profession. Legislation on tenure, salaries, and pensions must be less radical in its protection of every teacher and more considerate of the welfare of the children and of the schools. Growth in efficiency must be assured as a condition of continued protection in employment. But above all, the attitude of school boards must be changed to one of universal good will toward the teacher. There must be honesty in appointments and promotions, a genuine desire to pay adequate salaries. Politics, personal animosity, and unfair dealing must be wholly eliminated. Teaching will become a profession of progressively higher social and human efficiency as the school boards help it.

Priorities for Schools

IN ITS attitude toward schools and education the Priorities Division of the Federal Government has been constructive and helpful. Schools have been accepted as "the first line of home defense." Where expanding defense operations have demanded new educational equipment, the money to meet the emergency has been forthcoming. Training for production workers has been recognized as a major school objective in the upper brackets.

In providing broad blanket priority numbers, such as A10 under P100, the position of schools and education has been defined. After all, the war must be won and every convenience must be provided for direct war production. Schools must

be geared into the enormous general plan, and some place in the program is fixed for education.

While there has been some nervousness about fall school needs and some twaddle about protection for 1943, school buyers who are cooperative will not buy for the summer and fall of 1943, but will set their house in order *now* for the September, 1942, school opening. Yes, they will buy different paper and coal and a great variety of school goods in 90 days. They should know their needs now; why not buy now and have the merchandise set aside for the schools for September?

All this priority business takes time. The producer is limited in his output. The Army and Navy must be equipped first. There will be shipping delays. A high priority school number is topped by a higher war need, and there will be delays. Let's not forget we are in for bad war news into the summer and fall. The psychology of school support will be swayed downward by unfavorable public sentiment.

Many wise school boards have been buying steadily this winter. We are looking for a steady demand for school goods into the summer. As the war swings, thoughtless critics of the schools may demand unreasonable retrenchment. Foresight in school administration will find no economy in waiting for August and September buying. At the moment school priorities numbers are no guarantee of the delivery of school merchandise when needed. They are good "hunting license" numbers, but give no assurance that the supplies and equipment can be had promptly as the fortunes of war turn in our favor.

There will be less confusion and greater efficiency in school operations next fall if all supplies and equipment orders are placed *immediately*.

The Schools Serve Democracy

DR. MORTIMER ADLER, of the University of Chicago, writes in the *Rotarian*: "The . . . answer—that the aim of the schools is to preserve democracy—has a comforting ring. Nevertheless it, too, contains an error which has grave practical consequences. To set, as the end of education, the maintenance of any particular social order is to debase education to an instrument of propaganda, just as the totalitarian states have debased it. *Democracy*—by which I mean a government for the common good, by laws rather than by men, in which all men, regardless of race, creed, or wealth, are enfranchised and hence politically equal—is the best form of government. Precisely because it is good government, it serves its citizens; it re-



THE FIRST LINE OF CIVILIAN DEFENSE

spects their integrity and dignity as human beings; it seeks to help them achieve good human lives; and, above all, it does not attempt to subordinate them as political puppets to serve its own ends. Because the good state is dedicated to the good life, education in the good state must also be dedicated to the good life, the life which is good for all men everywhere because they are men. Hence, to make the educational system a special pleader in politics even though the cause be good, misuses the schools, and ultimately defeats the aims both of education and democracy.

"Education can serve democracy only by fulfilling its fundamental task, to make men good as men. The schools cannot serve democracy by inoculations of democratic procedure in the classroom, mistreating teachers and pupils as equals. They will serve democracy only by being good as schools, as communities of teachers and students, in which the authority of reason prevails.

"The schools cannot serve democracy by asking immature minds to wrestle with

the most difficult social and economic problems before they have sufficient intellectual discipline to face them. They will serve democracy only by making the one contribution which they are uniquely fitted to make—that basic intellectual training without which there can be neither free minds nor freemen."

"Let children have a chance to become real citizens by working together in groups. They will develop interest and an effort proportional to that interest. From this will emerge a self-discipline of the kind one obeys all the time and not just a discipline followed when a boss is looking over your shoulder. Self-discipline is the democratic discipline. The success of democracy lies in the development of individuality and a spirit of cooperation."—Dr. Carleton Washburne, Superintendent of Schools, Winnetka, Ill.

"If I buy a horse for \$150 and refuse to pay \$10 for oats, I will not long get transportation from my horse and soon will have neither horse nor \$150. The schools of Battle Creek, representing an investment of nearly six million dollars, need some oats. Of what value are the magnificent school buildings of this city unless they are filled with our children learning to live the good life, acquiring the tools with which to shape their future."—Dr. Harry P. Becker, Member, Board of Education, Battle Creek, Mich.

Careful Selection of Candidates for Teaching is Essential Ruth M. Northway¹

When one realizes that approximately one half of the waking hours of a public school child are spent in the classroom in direct contact with a teacher, the responsibility of selecting competent, effective teachers assumes a new importance. Those who accept this responsibility are immediately conscious of limitations in selection. They also recognize that there are certified teachers who lack many of the qualities necessary for effective teaching in the public schools.

Teacher educating institutions long have been aware of this condition; they cannot point with pride to all of their candidates. Although constant revisions of preservice programs has been in progress, there remains those weaknesses which are found in some members of all professions: incompetency, apathy, and mediocrity. Gradually this truth has been forced upon these institutions: *there must be rigid selection of candidates for entrance into teaching.* This principle obtains in the medical profession, the ministry, and law. These professions recognize that not every one is fitted to become a doctor, a lawyer, or a member of the clergy. Is that not also true of the teaching profession? Admission to teacher training is a "privilege" and should be granted to those who are suited for the work; it should not be construed as a "right" to be demanded because this education may be obtained frequently at a state's expense.

If one admits the necessity of rigid selection for entrance into teaching, the qualities necessary for success and the procedure to be followed in the selection of candidates then have to be clarified.

This article presents (1) suggestions for interesting capable candidates in teaching which is essential if the quality of the individuals selected for teaching is to be improved, and (2) a procedure by which many institutions which educate public school teachers are improving the quality of their student personnel.

Suggestions for Interesting Capable Students

If teaching is to attract capable students, it must be accorded the prestige of other professions. Teaching is a dignified, noble profession; one must not apologize for entering it, for to many of its members it has proved absorbing, interesting and a source of intense personal satisfaction. Moreover, recruits must realize, when faced with the necessity of choosing their life's work, that the guidance and development of the child is one of the world's most important tasks. Teaching must be presented to the high school student in as favorable a light as are the other professions, not apologetically, not as a last resource. The following have been used by

various institutions in presenting the profession to students.

1. Assembly programs which reveal the personal satisfactions and the important public service possible in the teaching profession may be held in any high school. Student groups from near-by teachers' colleges may be invited to take charge of the program, experienced educators may be induced to talk to the students, and illustrated lectures may be given showing accomplishments in the field of teaching. Inspirational movies such as "Good-by Mr. Chips" and "Three Cheers for Miss Bishop" should impress students with the satisfactions of teaching.

2. The distribution of attractive illustrative literature describing the program of a particular institution appeals to high school students.

3. The introduction of a unit on teaching into a course in "Occupations" or a similar course may prove effective.

4. The recommendation of teaching to capable students by alumni within that community is a measure used by many liberal-arts colleges.

5. Visitation of high school groups to a near-by teachers' college for observation of student life and of teaching is a common practice.

6. Of these suggestions, the following is, without doubt, the most effective. School boards and principals must continue to choose alert, sympathetic, socially minded teachers as classroom associates for children. The power of example is very strong and 12 years of contact with effective teachers should be a strong factor in revealing to students the scope and satisfactions of teaching.

Selective Admission Standards Now Employed

If capable high school students become interested in teaching it will mean that more rigid selective admissions standards can be employed by the teachers college, because of the improvement in the quality of the applicants. In this manner, the teaching profession will be strengthened at its source. The following selective admission standards are recommended by the "Commission on the National Survey of the Education of Teachers" and are enforced in many teachers' colleges.²

1. *Individuals possessing serious speech difficulties should not be admitted into teaching.* Harsh, nasal voices, especially when accompanied by incurable speech defects as cleft palate, malformation of the jaws, teeth, or larynx, limit the effectiveness of the teacher. Such defects affect the individual's total personality and may cause severe nervous tension on the part of children. There is

also a danger of unconscious imitation of speech peculiarities by pupils who would not normally experience them. To what extent elimination of candidates on the basis of speech difficulty is carried out the writer is unable to determine. Nevertheless in recent years much more attention is being given to this qualification.

2. *No one possessing major physical defects may become a teacher.* If uniformity in the judgment of physical condition is to be secured, medical examinations by the health staff of the college is desirable. Physical defects, such as, loss of a limb, deformities due to paralysis or accident, neurotic tendencies, and extreme lameness are very likely to place emotional strain upon children and to hamper the effectiveness of a teacher.

3. *Only candidates with high mental ability and satisfactory scholarship should be admitted to teaching.* Although many highly intelligent individuals are not effective teachers, it seems reasonable to assume that teachers should have a high degree of intelligence and that they should be capable of applying this intelligence.

4. *Institutions should determine what constitutes a good teaching personality and should select candidates possessing these qualities.* To discuss this standard adequately would involve a lengthy controversy. Nevertheless, there is general agreement that such qualities as personal magnetism, alertness, well-balanced interests, and a sincere desire to teach should characterize all applicants. That some of these qualities develop during the period preparatory to teaching cannot be doubted, but it is necessary that the candidate shall have revealed these tendencies before his admission as a prospective teacher. Recommendation by the high school principal, personal interview with college instructors, the study of records showing activities and interests throughout high school, and objective personality tests should do much to eliminate candidates with apathetic, negative, and inhibited tendencies.

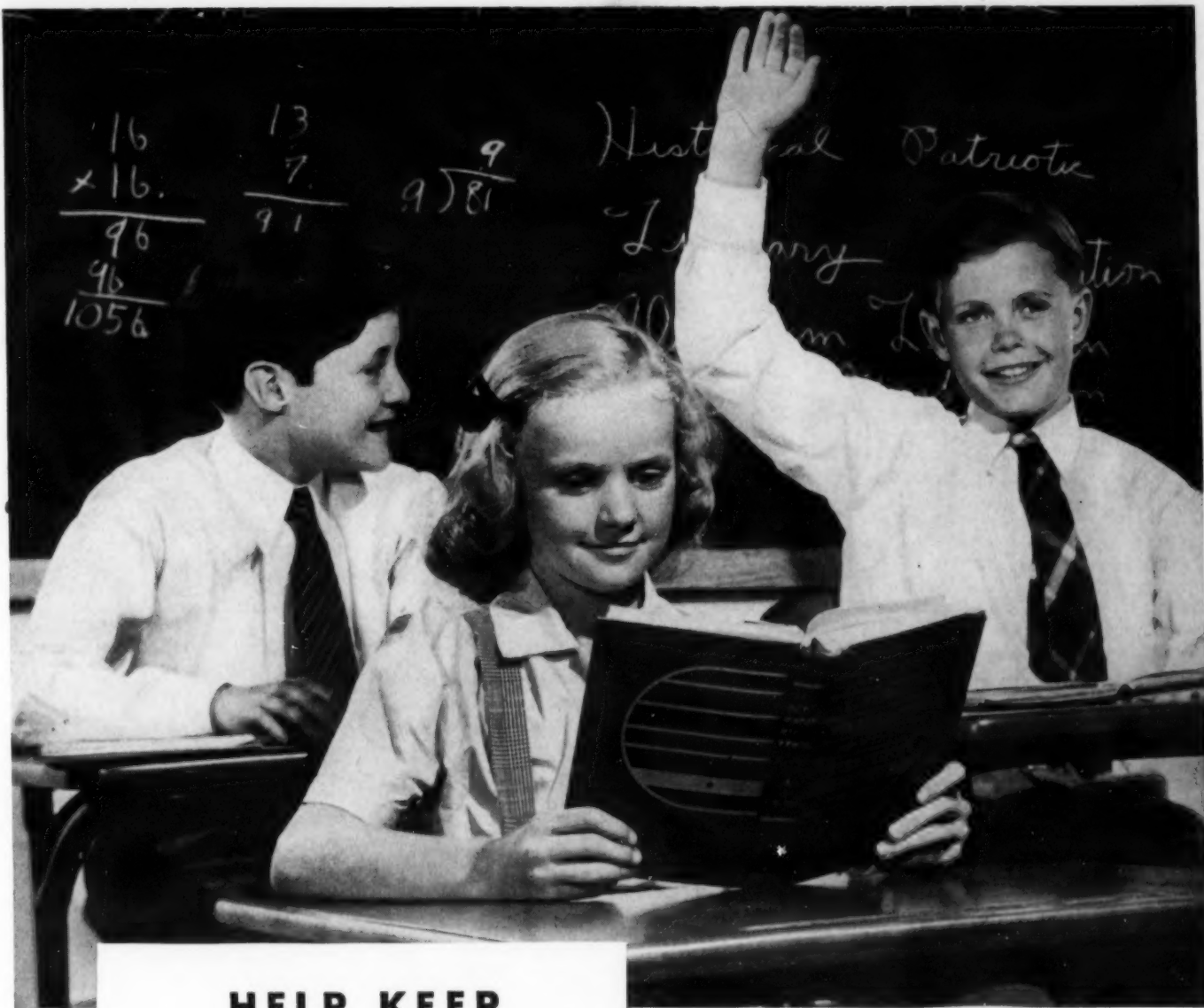
"Better teachers is the greatest professional need of the teaching profession."³ Costly buildings and equipment lose much of their educational value when used by mediocre, ineffective teachers. Then, too, it is necessary that teachers exert social leadership and become a vital force in the perpetuation of democracy. That the present teaching body does not now meet this obligation is a criticism voiced from many sources. The discharge of this responsibility requires the upgrading of the student personnel in teachers' colleges, a situation which can be met only by universal practice of rigid selection of candidates for entrance into the teaching profession.

Miss Northway will continue her discussion of modern trends in teacher education in subsequent issues of the *Journal*. — Editor.

¹State Normal School, Geneseo, N. Y.

²Brooks, Fowler D. (editor), "The Education of Teachers," *Twenty-Third Yearbook of National Society of College Teachers of Education*, 1933, pp. 16-65.

³Baker, Frank E., "Selective Admission Into Teacher Educating Institutions," *Twenty-Third Yearbook of National Society of College Teachers of Education*, 1933, p. 16.



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A.A.S.A. Urges Total War Service of Education

American education is engaged in a total effort to help the United States win the war. American school administrators are pledged to leave nothing undone to achieve this end and to win the permanent peace so that American democracy may make for greater happiness, security, and freedom for all peoples of the world. In the words of Superintendent Stoddard, of Philadelphia, "the schools have a rendezvous with destiny." Superintendents, teachers, and school boards are approaching their tremendous responsibility to help win the war with a new consecration and energy. More than any other social or governmental agency the schools are in an advantageous position to build morale, to prepare young men for the armed forces, to train workers for war production, to raise the loyalties of all the people, and to teach the peace which is to come. As Dr. George D. Strayer said, "The men and women engaged in the profession of education make no plea for themselves but they do insist that the maintenance and expansion of the school program is essential to the winning of the war."

Although the convention topic was announced as "Education for a Free People," the events of December 7 logically turned the program into an all-out discussion of the war. The general sessions took up the following topics:

Monday, *Education and Government*
Tuesday, *Building Morale and the Cooperation of Education With the War Effort*
Wednesday, *Health Education and the Development of War Projects in the Schools*
Thursday, *American Destiny in the Postwar World and Present Youth Programs*

The convention attracted very satisfactory attendance of school administrators in spite of the general feeling of many school executives that they could not be spared from their local posts. The California schools with typical professional loyalty brought in more than 9000 principals, superintendents, and teachers to participate in the allied organization meetings. San Francisco provided an ideal combination of hospitality, excellent meeting places, a good exhibit hall, adequate hotel accommodations, and a hearty schoolmen's welcome. The educational commercial exhibits consisted of 172 displays of the newest things in books, equipment, and teaching materials. President Howard Pillsbury handled the meetings with the graceful dispatch that only a superintendent of schools could achieve. The news service, the radio programs, and the general convention management left nothing to be desired.

At the opening session, Monday, Feb. 23, Chancellor Frederick Hunter, of Oregon, and Supt. Alexander Stoddard, of Philadelphia, gave the entire theme of the week:

We must accord to democracy universal recognition as a militant force implementing the philosophy of Christian civilization. . . . We must establish a thoroughly effective system of instruction for the youth of the land. . . . And we must inaugurate and continue a policy of retraining to each succeeding generation both this foundational faith and full information of the dangers with which it has been and will continue to be constantly threatened.

The four enormous tasks of the schools were advocated thus by Supt. Stoddard:

Every American should be taught that we are engaged in a struggle to the death with adversaries that have set

out to kill democracy and freedom as we conceive them. We must come to realize that our enemies are desperate, strong, ruthless, and determined to win and that we must learn how to cope with such enemies.

Without turning over the whole school day to a discussion of the progress of the war, the schools must help youth and adults to understand many technical subjects, so that they may follow and interpret, with understanding and appreciation, developments in the war.

Even school children should be taught to be patient and calm in the face of adversity and not to become unduly optimistic with good news.

The schools should make clear the issues and aims in this war, both our own and those of our Allies, and those of our enemies.

"After the war," said Doctor Stoddard, "we shall have hundreds of thousands of planes and millions of pilots and the schools must prepare to teach an air-minded generation."

School Boards Meet

At a luncheon meeting of the National Council of School Boards Associations, arranged for Wednesday, February 25, by Mrs. Florence Porter, president of the council, "The Responsibility of School Board Members During the War Emergency" was the subject of a helpful address by Hon. James Marshall, president of the New York City board of education. Mr. Ira E. Garman, former president of the Illinois School Board Association, led the discussion. A series of topics and problems arising out of current school and school-finance situations formed the subject matter of the afternoon session. In a series of recommendations for broadening the activities of school-board associations, Mrs. Porter urged that the functions of lay and professional school authorities be defined, that every effort be made to retain competent teachers in the school service during the war, that better public relations be established and maintained, and that equalization of educational services be sought. Brief addresses were made by Dr. John C. Almack, of Stanford University; Dr. Spencer Stoker, of Denton College, Tex.; F. J. Brady, Providence, R. I.; Supt. Ardella Tibby, Compton, Calif.; Dr. Calvin Grieder, Boulder,



MR. ELLIOTT C. SPRATT,
of the Hillyard Chemical Co., St. Joseph,
Mo., elected president of the Associated
Exhibitors Association of NEA.



DR. HOMER ANDERSON,
President of A.A.S.A. for 1942, Superin-
tendent of Schools, St. Louis, Mo.

Colo.; Cameron Beck, New York; Supt. Virgil Dickson, Berkeley, Calif.; Dr. Louise L. Hector, Berkeley, Calif., and others.

Priorities for Schools

Two special meetings on Monday, devoted to priorities for schools, developed a strong sentiment for an adequate blanket priority rating for the schools so that school boards may not be hampered in essentials for all needed school services. In the opinion of the speakers, statements on the part of school authorities of definite school needs are essential, and early budgeting and buying are required if the government is to make allowances. The schools must take the initiative in making their situation clear and must not rely upon commercial sources for action in their behalf. The appointment of Mr. George Frank, of Cornell University, as special schools representative in the War Production Board, gives hope that the interests of the schools and colleges will be understood and safeguarded in Washington.

The Resolutions

The association pledged the all-out effort of the schools to defeat the enemies of our free people and free institutions:

School administrators will do all in their power to make school facilities available to adults as well as to in-school students for their physical protection; to provide through the development of local school systems for training for defense industries; to improve preparation for technical and professional education; to offer basic training for mental power, physical fitness, and emotional stability; to offer instruction in first aid and similar skills; and to enlist the cooperation of pupils and adults in conserving and salvaging vital materials.

Financing emergency needs—In order that schools may render essential services during the war, the American Association of School Administrators recommends continued and increased federal aid for school construction and operation in districts where school needs are suddenly expanded by wartime influxes of population. The association also recommends federal appropriations to assist communities to meet costs of school building changes and protective equipment in areas subject to possible air raids.

Priorities—The American Association of School Administrators commends the federal interest in the welfare of the children in the schools as expressed by the granting of priority rating for educational materials and supplies, and for the administration of such rating respectfully requests the simplest procedure consistent with the nation's war plans.

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More probably, a great many non-
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officers or cram-course officers from
serve schools.

Admiral Blandy's chief worry is about
fire-control and optical instruments. High
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Excellence) is Bausch & Lomb. But, al-
though it is working at top speed, it can-
not supply all that the Ordnance Bureau
needs. Says Admiral Blandy: "Consider
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TIME, November 10, 1941

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Lomb are being directed in their entirety to Production for Victory. Needed immediately are the instruments of which Admiral Blandy speaks—the range-finders, binoculars, aerial height finders, and photographic lenses.

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production of tanks and airplanes depends. And to aid in maintaining military and civilian health and efficiency there are microscopes, diagnostic instruments and spectacles.

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Schools and the War

FOUR-POINT PROGRAM

The Milwaukee board of school directors has approved a four-point program for developing air-mindedness among high school pupils, for discovering aeronautic aptitudes, and for making generally available basic knowledge and skills in aviation.

1. Shops in the high schools have begun the building of airplane models for the navy.

2. A course in airplane mechanics has been worked out for the Boys' Technical High School, work to begin as soon as airplane motors can be obtained.

3. An elective course in the theory of aeronautics, including navigation, meteorology, and theory of piloting, is in preparation for the senior year of general high schools beginning next fall.

4. The curriculum committee on mathematics, physics, and industrial arts has begun the outlining of aviation projects to be introduced into the high school courses.

NEW WARTIME SPEED-UP PROGRAM

The Connecticut state board of education has adopted a new policy covering wartime speeding up of secondary school programs. Under the plan, high school juniors will not be recommended for admission to college merely because they have completed specific courses, and high schools will not reduce standards solely to enable students to enter college at an earlier age. The statement of the board pointed out that possession of a degree, diploma, or certificate will not wholly represent the key to a student's educational accomplishments.

Students in the last half year of high school who leave for work in defense or other industries will be given credit on their records for work

experience. Not more than one semester's work will be counted as work experience and school authorities will follow up such students, using the recommendations of the employer as the basis for credit.

The policy also provides for the development of a cooperative work-experience program to relieve the labor supply situation and to provide work experience which has been lacking in the school programs.

A WEEKLY WAR BULLETIN

"War Times" is the title of an official war bulletin, issued weekly by the board of education of Newark, N. J., in cooperation with the Newark Defense Council. The bulletin is planned to keep teachers, principals, and other school employees fully informed concerning local defense connected with the development of the war effort.

The bulletin includes full information about current war radio programs, local meetings, and other developments in the community in which the schools will participate. The bulletin is newsy and snappy in its approach to current war events.

WAR ENTRY SPURS DEFENSE TRAINING

Paul V. McNutt, Federal Security Administrator, Washington, D. C., in a statement issued on February 28, pointed out that in the period from July, 1941, to January, 1942, 1,800,000 men and women received defense training, as compared with 1,500,000 during the preceding 12-month period.

The defense training programs, carried on in 164 colleges and universities and in 2109 vocational training schools, include refresher courses as well as retraining for workers temporarily unemployed.

MODEL BUILDING PROGRAM

The U. S. Office of Education, in conjunction with the Navy Bureau of Aeronautics, has an-

nounced names and designations for the second set of 20 types of airplanes to be constructed by students in school shops.

Public and private school students are constructing 10,000 models of each of the 50 types of aircraft for use in range estimation, gunnery, and identification training for personnel of the army, navy, and civilian defense forces. The 20 types of planes assigned represent six nations, three Allied and three Axis.

THE WAR CLAUSE IN SCHOOL CONTRACTS

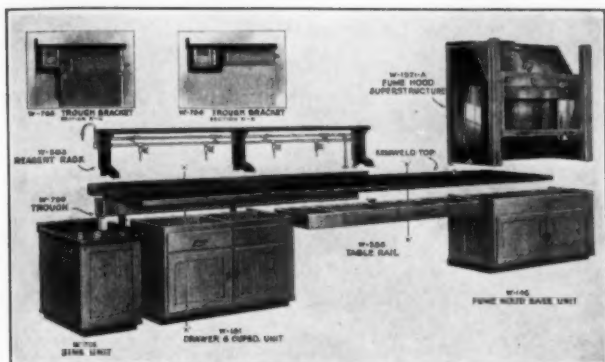
The board of education at St. Louis, Mo., has introduced a war clause in all contracts issued to manufacturers and dealers of school equipment and supplies. The contract reads as follows:

In the event that during the existence of a state of war the United States Government takes over the plant of any manufacturer with whom the contractor has theretofore contracted to furnish the article referred to in this agreement, or any essential elements thereof, and in the event that because of such action of the government the contractor is unable to furnish and deliver the articles referred to in this agreement, and cannot obtain them elsewhere, then and in these events the contractor may furnish proof of said facts to the supply commissioner who shall thereupon conclusively determine whether such facts exist, and if said facts are so found by the supply commissioner to exist, the contractor shall have the right to cancel this agreement by notice in writing delivered to the supply commissioner within 10 days after the date of the finding of the supply commissioner.

THE BALTIMORE PROGRAM OF PROTECTION OF SCHOOL CHILDREN IN THE EVENT OF AIR RAIDS

The school authorities at Baltimore, Md., have given careful study to the problems involved in the protection of school children and school property in the event of air raids. The general

(Concluded on page 54)



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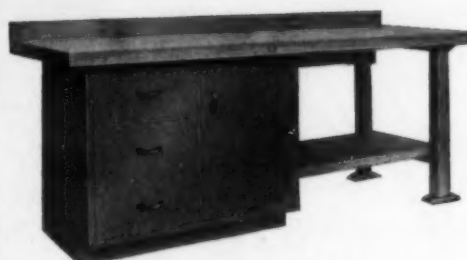
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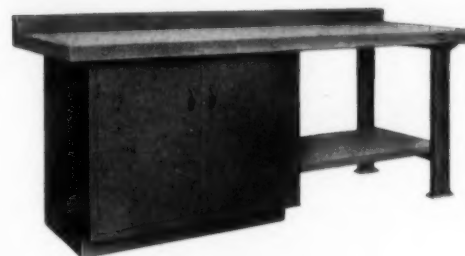


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(Concluded from page 52)

principles involved have been outlined, together with a number of suggestions regarding the application of these principles to individual school buildings. Writing in the local "Bulletin of Education" Mr. John W. Lewis suggests that the program has been built along the lines suggested by the Office of Civilian Defense and provides that children shall be kept in school buildings. A modification of this ruling may be made as it affects children who live within three minutes' walk of the school building.

Dangers to Be Considered. In Mr. Lewis' estimation, the greatest dangers to be guarded against in a program of school defense are: (1) the effects of blast and flying glass; (2) the effects of flying fragments; (3) incendiary bombs; and (4) panic.

"Plans for school defense must take into account the fact that the greatest danger may be from panic. If children are crowded into restricted areas of the building with inadequate aisle space, the slightest unexpected event may be sufficient to cause a panic. Arrangements, therefore, must be such that the danger of panic may be reduced to a minimum. Emotional tension may be reduced by periodic air-raid drills. As in the case of fire alarms, air-raid drills can make the responses of pupils largely automatic. Such procedures will develop calmness and poise among both teachers and pupils.

Safety of Various Parts of School Building. Each part of the school building should be analyzed with reference to the protection which it offers against the dangers involved.

Basements with no outside windows are safest against the dangers of fragmentation. If a basement is used, it should have numerous exits widely distributed. In some buildings, it may be necessary to sandbag the windows to provide proper protection.

The first floor in buildings which do not have a concrete roof slab offer greater safety than the

top floor. In most buildings, it may be necessary to use the first-floor corridor as one of the refuges.

The top floor is subject to more danger from lighter bombs and incendiaries. In buildings having a concrete roof slab, the use of the top floor may be preferable to overcrowding the refugees on other floors.

The greatest danger in classrooms results from flying glass and fragments. In most of the classrooms with masonry walls, there are some areas which offer a fair degree of protection for a few pupils. The space between the front wall and front window will accommodate a few pupils on the floor. The floor below the window would also offer a degree of protection to a few pupils lying close to the wall or the radiator.

In buildings where the space is so inadequate as to create dangerous overcrowding, pupils should be trained to lie on the floor, using the table tops as a protective barrier. During raids, sections of wallboard may be placed in the aisles to provide a barricade behind which pupils may secure protection from flying glass. The danger of flying glass may be further reduced by raising the lower sash of classroom windows.

In general, corridors are much safer than classrooms. However, the corridor space must be studied with reference to danger from flying glass. Where classroom doors are glazed, this glass may be removed, and the glazed area covered with a piece of wallboard. Transoms, if glazed, require similar attention.

Improvised Cover. Some methods of selected or improvised cover are in order. Spots should be found or devised where adequate cover for a limited number of pupils may be provided. Lockers in locker rooms or locker alcoves, in some buildings, should be arranged to offer protection from flying glass.

Immediate Steps. Definite instructions have been issued to principals of the schools to assist them in formulating protective procedures for their buildings.

1. Decide upon a uniform and unmistakable system of air-raid signals for use in the school.

2. Determine the relatively safe areas within the school for use as an air-raid refuge.

3. Allot space in the refuges for each class.

4. The arrangements should be fully explained to teachers, parents, pupils, and others.

5. Arrange for immediate and periodic drilling of the adopted procedures.

6. Urge parents to keep away from school, to refrain from telephoning, and to be prepared to offer children on the streets immediate refuge should the siren sound.

7. A preliminary study of materials should be required for first aid, fire fighting, glass protection, and blackouts.

8. Air-raid drills and protective measures should be organized for all sessions during which the schools are used.

9. Develop a suggestive list of activities which may be carried on in the refuges. The development of tension and panic may be arrested by offering children interesting programs of instruction and recreation during the periods spent in the refuge.

FUTILE WAR TASKS IN SCHOOLS SCORED

Dr. Abraham Lefkowitz, principal of the Samuel Tilden High School, New York City, in objecting to the hysterical attitude of school officials, has charged that teachers in the schools have been subjected to unnecessary and conflicting administrative orders, red tape, and senseless "made work," all in the name of war.

Dr. Lefkowitz pointed out that the teachers are working under a war tension. They are conducting weekly air-raid drills. They are participating in civilian defense. He pointed out that teachers are human beings and that if you bedevil them with "made work" not imperatively necessary, you render them physically unfit for their basic tasks.

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The steel folding chair is now replaced by the wood folding chair. There is little sacrifice to make, because of the steel shortage, however, as Peabody's Wood Folding chairs are their equal in service and comfort, require no more storage space, and are as easy or easier to handle. They are a better value, as they cost half as much as steel chairs. The Peabody No. 73, pictured here, costs only \$1.25 each, f.o.b. factory. If your school needs folding chairs, order them at once.

PORTABLE WOOD ASSEMBLY CHAIRS

For auditorium and assembly purposes Peabody No. 21 Portable Assembly Chairs are recommended. They are comfortable, sturdy, easy to handle, easy to store, and will last, under hard usage, for many years. They are available in single chairs or in sections of 2, 3 or 4 seats. Five other models are available. Write today for free catalog and prices.



No. 21

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WASHINGTON SCHOOL DIRECTORS MEET IN SPOKANE

The Washington State School Directors' Association held its annual meeting in Spokane, on February 13 and 14, with 300 school directors in attendance.

The theme of the meeting was "Schools for Freedom, Keep Them Learning!" Ruth Livingston, president, presided.

Longview was chosen as the convention city for 1943.

The Association elected the following new officers for the year 1942: president, Dr. Carl Cozier, Bellingham; vice-president, George Thompson, Chehalis, and Elmer Allen, Newport; secretary, Mrs. Walter J. Rue, Manette.

WISCONSIN ASSOCIATION OF SCHOOL BOARDS WILL MEET IN MILWAUKEE

The annual meeting of the Wisconsin Association of School Boards will be held in Milwaukee, on April 17 and 18. President Samuel P. Myers of Racine, will preside. The theme of the convention will be "Handling of Problems and Planning a Sound School Program for the War Emergency."

President Myers has issued a statement, calling upon the schools of Wisconsin to do their full part in building and sustaining the proper morale and courage for the war emergency. They are also urged to create a citizenry and train them for a tomorrow that can bravely meet, plan, and fight for an enduring peace.

LOUISIANA SCHOOL BOARDS MEET IN BATON ROUGE

The Louisiana School Boards Association held its annual meeting in Baton Rouge, on February 9 and 10, with 400 members in attendance.

John E. Cox, state superintendent of education, speaking before the assembled members, said "We are proud that American education had no part in building a war machine for ruthless conquest but we are also proud that American

education is helping tremendously in building a mightier machine to save the civilization in which we live."

Gen. Campbell B. Hodges, president of the state university, in speaking, said that the public school mobilization in the war effort shows that they have accepted their share of the burden.

Theo. O. Hotart, of New Orleans, president of the association, said that "the future holds a great task for education." He discussed briefly the federal aid question and cited the South's right to federal aid but reminded that a state with natural resources should develop those resources before being inclined to ask for federal aid.

The association banquet was held in the Venetian Room at the state university, with Governor Sam Jones as the principal speaker.

Chester S. Williams, Washington, D. C., speaking on the topic "School and College Civilian Morale Service," said that "We are paying the price of preparing for all-out war today largely because public opinion was not enlightened about the world situation. The profession has demonstrated an awareness of the realities of the modern world, while the general public has been plugging along with the song, 'let the rest of the world go by.'" Now once again, he said, we have the opportunity of winning a war of liberation and being intelligent enough to win the peace.

A panel discussion on "Mobilization of the Schools for the War Effort" was held, with Joseph E. Gibson as chairman. Mr. R. R. Ewerz summarized the three distinct outcomes of the spirited discussion as follows: a better understanding of problems common to the parish boards and the state department; practical suggestions offered for solving those problems; and determination to help the state's schools to do their utmost in mobilizing for the war effort. Other addresses were made by Dr. R. W. Bradbury, of the State University, Mr. Frank Godchaux of the state board, and Dr. Carleton Washburne.

The association adopted resolutions as follows: It asked the legislature to provide a minimum

of \$20 per educable person, asked for a continuance for the duration of the war of retirement payments for teachers in the armed forces, and urged a continuation of the NYA work program.

Monroe was chosen as the convention city for the 1943 meeting. The following new officers were elected for the year 1942-43: president, J. E. Verret, New Iberia; vice-president, Dr. L. H. Pirkle, Shreveport; secretary-treasurer, Fred G. Thatcher, West Monroe.

ANNOUNCE NEW MAGAZINE

The United States Office of Education has announced its new official biweekly magazine, *Education for Victory*, which will replace *School Life* for the duration of the war.

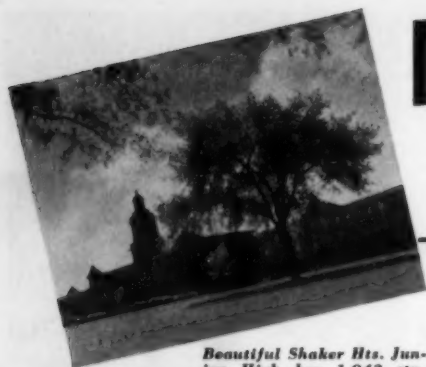
The magazine, which is published biweekly on the 1st and 15th of each month, contains a variety of news on education and the war effort. Miss Olga A. Jones is editor in chief.

DEFENSE WORK

♦ Pierre, S. Dak. The school board has expanded the machinery and work in the industrial-arts department, to include a general shop course, embracing metalwork, cement work, electric wiring, and allied units.

The public schools have entered upon a defense program and are sponsoring Junior Red Cross activities and the sale of defense stamps and bonds. A revolving fund has been placed at the disposal of the students and stamps and bonds are available at each school. Although the school system is small, the sales in some buildings sometimes reach \$150 or more in one day.

♦ Cincinnati, Ohio. It has been decided to reopen the East Oakley School for the training of ordnance inspectors. The classes will be under the direction of Ray F. Kuns and students will work in three shifts of eight hours each. The course will cover 12 weeks. Twelve teachers will be employed to handle the classes.



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Publications of Interest to School-Business Executives

Heating, Ventilating, Air Conditioning Guide, 1942
Published by the American Association of Heating and Ventilating Engineers, New York City. Cloth, 1160-91 pages. Price, \$5.

This, the twentieth annual guide of the heating and ventilating engineering profession, differs from the 1941 edition in several important respects. The technical data section includes an entirely new chapter on the fundamentals of heat transfer in which is made available in brief form, the fundamental physics, mathematics, and mechanics of conduction, convection, and radiation of heat. The chapter on central systems for comfort air conditioning has been completely rewritten and extensive revisions have been made of the data in the chapters on air distribution, air duct design, sound control, and fans. A new air-friction chart, developed in the association's research laboratory, has been included. The chapter on radiant heating has major revisions based on important recent studies.

The book is one which is an essential tool in the office of school-business executives, particularly those who are responsible for school-building design and for school-plant operation and maintenance.

An Investigation of Insurance Practices in City Schools of the United States

Bulletin No. 9, 1941, of the National Association of Public School Business Officials, Pittsburgh, Pa. Paper, 293 pages.

This is the final report of a Committee on Insurance, which carried on a study beginning in 1921, and which concluded its field investigations in 1938.

Part I, prepared by Mr. H. C. Roberts, of Sioux City, Iowa, is an exhaustive study of fire insurance, including some considerations of tornado and windstorm insurance. Part II, prepared by Mr. S. C. Joyner, of Los Angeles, Calif., is a study of the problems of accident and liability insurance as applied to motor-driven vehicles. Part III, assembled by Mr. W. N. Decker, of Altoona, Pa., reports on present practices of insurance, covering public liability of various types, with emphasis on accidents in school buildings, school athletic liability, and bonding of public school officials. Part IV discusses 14 types of insurance not included in the previous sections of the

study. It was prepared by Mr. G. W. Grill, of Lakewood, Ohio.

The report as a whole, is a valuable instrument for school authorities who desire to learn the general practice throughout the country and to secure for their respective school systems a maximum of protection at a minimum of cost.

Specification for Folding Chairs

Paper, 39 pages. Bulletin No. 1, February, 1942, of the School Plant Research Series. Published by The American Council on Education, Washington, D. C.

This report represents the findings of a study of the specifications and minimum requirements for several of the widely used items of equipment, including folding chairs, chair desks, combination movable desks, auditorium chairs, table and chairs for pupil seating, library equipment, science equipment, and vocational equipment. The objective has been the establishment of minimum standards for school furniture which can be made practical and direct. The material will serve as a guide in the buying of school furniture through specifications written in terms of functional needs.

Standards for Carbon Dioxide Fire Extinguishing Systems and Inert Gas for Fire and Explosion Prevention

Paper, 42 pages. Bulletin No. 12, 1942. Published by the National Board of Fire Underwriters, 85 John St., New York, N. Y.

These standards cover the standard method of fire protection involving the use of carbon dioxide for the protection of fire hazards which are of such a nature as to especially require this form of protection. It includes the general rules covering all systems.

Food Service Equipment

Simplified Practice Recommendation R182-41. Paper, 15 pages. Price, 5 cents. National Bureau of Standards, U. S. Department of Commerce, Washington, D. C.

This recommendation, prepared by the Food Service Equipment Industry, Inc., covers not only sizes and dimensions of complete units of equipment, but also details of construction for such items as sinks, tables and counter tops, table drawers, bins and shelves, pan racks, steam table insets and pans.

Space for Teaching

By William Wayne Caudill. Paper, 128 pages. Bulletin of the Agricultural and Mechanical College of Texas, College Station.

The subtitle of this publication accurately states the contents as "an approach to the design of elementary school buildings in Texas."

The work takes up the educational trends in the United States as these have affected the design and planning of school buildings, and places strong emphasis on activities and other progressive aspects of education.

It, secondly, discusses the community from the standpoint of the distribution of school population and recommends the use of scientific town planning as the basis of locating school buildings and developing sites and plants.

Logically, the discussion next takes up such problems as designing for flexibility, planning the basic rooms for instruction, developing the larger space relations as between classroom units, administrative and assembly units, etc.

Additional sections take up the planning of the larger areas of instruction, particularly auditoriums, etc., arrangements for light, heat, ventilation, control of sound, etc.

The entire study is apparently based on the author's familiarity with the planning of a consolidated building at College Station, Tex., and on studies of modern school buildings in Southern California, and other states, where the one-story type of open plan is possible. For a time like the present, and in fact for any coming decade, the recommended ideas for the planning and construction of completely functional buildings which can be erected at a very low cost, and which will have a reasonably short life is to be commended. The argument against the erection of monumental structures, veneered with classical gewgaws, which become white elephants on a community and which hamper the development of a growing educational program must be applauded. To say, however, that the problem of planning school buildings is as simple as the present publication would indicate, that one-story buildings of the open type will solve the problems of any but the open spaces of a state like Texas, indicates some unfortunate limitations of the study and a lack of contacts with the difficult problems of sites and costs, and the still more difficult problems of climate and annual maintenance such as are found in the north and in the east.

The book is thought provoking and will enthuse any progressive architect and superintendent to do an intelligent and forward-looking job of school-plant planning. We need many more similar studies to destroy for all time the utter complacency and the deadly acceptance of precedents in both architectural and educational planning.

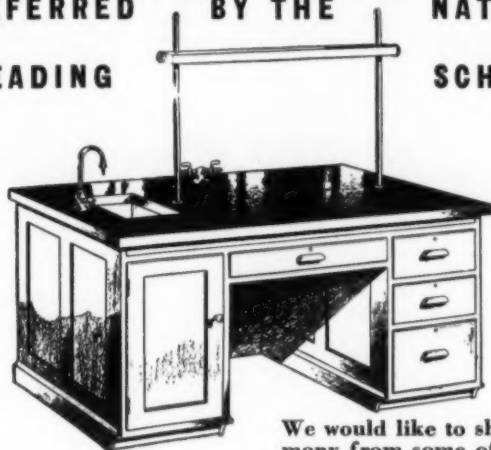
Fighting the Fire Bomb

Paper, 16 pages. Published by the Safety Research Institute, 420 Lexington Ave., New York, N. Y.

The manual contains supplementary material, which together with the film on the subject, provides a complete unit of instructions on how to cope with fire bombs.

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New Books

Modern History

By Carleton J. H. Hayes and Parker Thomas Moon. Fourth edition, cloth, xxxviii-937 pages. Price, \$2.56. The Macmillan Co., New York, N. Y.

The present edition of a widely used book has been revised chiefly in the final five chapters. The authors begin with a review of civilization and then start a detailed analysis of modern history beginning with 1400 and coming right up to the present time—really up and into 1941.

The history of the latter part of the nineteenth century and all of the twentieth century of 1941 has been restated in the light of recent events and of the newest findings of the past two years.

Like the earlier editions, the present book is satisfactory in tracing the results of social and economic events. The most recent political occurrences and movements are narrated with considerable care and with a minimum of

interpretation. The growing place of the United States in world affairs is stressed.

Citizenship and Civic Affairs

By Harold Rugg. Cloth, 610 pages. Price, \$1.80. Ginn & Co., Boston, Mass.

Written in the usual interesting style of the Rugg Series of Social Science Textbooks, this volume on civics is intended to be "appropriate for use in any year of the secondary school." Many of our social and civic problems of today are omitted, but in the last chapter we find a synopsis of a companion volume, "America Rebuilds," to be published later, which includes all, or most, of the significant topics left undiscussed in the volume under review.

Citizenship and Civic Affairs contains 25 chapters, divided into seven units: (1) introduction; (2) the changing group life of America—discussing the growth of towns, the changing American family, and the ever growing multiplicity of social organizations; (3) the American way of government; (4) American government at work; (5) the press and American life; (6) public opinion and American life; and (7) the American character and outlook, including a paean of praise for the modern progressive education. More than one half of the book is devoted to government.

The pictures, cartoons, and graphs are most interesting, and will undoubtedly help to stimulate the student's interest in a concrete manner. Many of the sections are introduced by appropriate stories and anecdotes, which admirably bring out the chief points to be discussed. One misses the usual vocabulary lists and the usual text questions and activities suggestions. Each chapter, however, is provided with three or more questions on the subject matter which point up the chief features studied. Undoubtedly the workbook is essential to an adequate pupil understanding of the problems discussed. Indeed, the preface states that this workbook is "the very core of the course," giving a "succession of pupil activities, and thought provoking." Without seeing this workbook, it is difficult to judge, therefore, of the ultimate worth of the text.

Pictures in chapter 23 on education give one to understand that the author's chief interest is "doing"; "learning from recitation in the 'old' education"; and "hands folded and sitting at attention." A hard task for little folks are captions to two pictures which leave one no doubt as to the author's opinion about the older type of educational method. Yet, one wonders at the advisability of a civics course being mainly "activity," and whether it would not be ultimately more worth while if at least some of the time were devoted to principles being instilled in a more thorough manner. Surely the error in our civics training of today is the idea so often stated that *folkways* and *mores* are but relative, with the implication, expressed or implied, that there are no basic values in social living which are fundamental to our human nature and which must be fully appreciated as norms of right living, applicable to all times and to all peoples.

Apart from its value as a text, the book should prove especially useful for collateral reading where any other text were used. Graphic descriptions of different types of American families, varying American neighborhood types, and governmental bodies in action are given, and it would be difficult to find their equal. The bibliographies at the end of each chapter are very well chosen. There is an adequate index.—E. R.

Give Me Liberty

By Fowler Harper. Cloth, 160 pages. Price, \$1.24. Wheeler Publishing Co., Chicago, Ill.

A statement of our country's democratic way of life pictured against a background of present world conditions and attuned to the nation's total war effort. It is designed as an inspirational course in civics for the use of schools who wish to relate their social studies curriculum to the latest events of the day.

Word Studies

(2nd Ed.) By R. G. Walters. Cloth, 168 pages. 72 cents. South-Western Publishing Co., Cincinnati, Ohio.

This is a thorough, practical, teachable textbook in spelling and the mastery of words for junior and senior high schools and for business colleges. Those rules and principles that have been found helpful are stated concisely and illustrated. Highly technical or seldom used words have been omitted. The student should acquire from this book considerable skill in pronunciation, syllabication, word building, spelling, and usage.

War and America

By Francis L. Bacon. Paper, 125 pages. Price, 60 cents. The Macmillan Co., New York, N. Y.

A simple statement of the events which led to the present war and of the war effort up to February, 1942. Most valuable for current events classes.

Catalog of Reprints in Series, 1941

By Robert M. Orton. Paper, 284 pages. Price, \$3.50. The H. W. Wilson Co., New York, N. Y.

This inclusive list of British and American low-cost reprints includes in excess of 8000 titles.

Conservation of the Nation's Resources

By Harry E. Flynn and Floyd E. Perkins. Cloth, 385 pages. Price, \$1.60. The Macmillan Co., New York, N. Y.

The conservation of America's wealth—her natural and human resources—is an important topic for the junior high school classes in social sciences. The present book affords a superb study of the problem of using—without exhausting—our wealth of water, vegetation, wild life, and minerals. The sections on human health and safety are similarly excellent. The chapter on education and spiritual conservation are necessarily general and brief, and omit some problems which at present are debatable in a typical school situation.

Elbow House

By Julia Carson. Cloth, 128 pages. Price, \$1.50. Longmans, Green & Co., New York, N. Y.

The story of a courageous girl, who solved the problem of her family in its struggle to keep its family home. Well-delineated characters, a bit of humor, and a mild mystery contribute to make the book of distinct interest to adolescent girls.

Evaluating Instruction in Secondary School English

By Dora V. Smith. English Monograph No. 11, 1941. Paper, 273 pages. The National Council of Teachers of English, Chicago, Ill.

This is a section of the Regents Inquiry into the character and cost of education in New York State.

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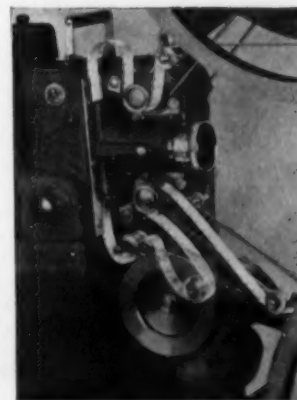
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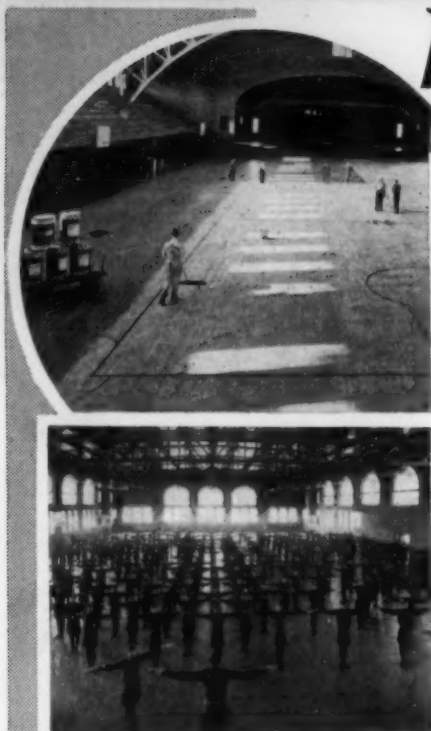
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Teachers and Administration

REGULATIONS GOVERNING THE BUREAU OF TEACHER PERSONNEL IN THE CINCINNATI PUBLIC SCHOOLS

After a thorough analysis and study of personnel practices as they have been evolved in outstanding school systems, Supt. Claude V. Courter, of Cincinnati, Ohio, has approved certain changes in the operation of the Bureau of Teacher Personnel. These changes were contained in a report prepared by the Director in Chief of Personnel Services and have been reviewed with the Committee on Education.

In connection with the report, the following factors have been added to those formerly employed in the selection of members of the professional staff:

- An insistence upon bona fide American citizenship;
- An objective measurement of the general cultural status of the applicant;
- An objective and fair measurement of physical and personality characteristics, and general aptitude for a position;
- A visit to the applicant on his present field of work;
- A physical examination of the applicant.

The following principles and procedures are to apply whenever applicants are to be qualified, ranked, listed, and nominated for appointment to professional positions in the city schools:

Basic Principles. The basic principles shall be (a) unqualified maintenance of the merit system, (b) objectivity in all procedures, (c) exhaustive inquiry, (d) criterion of excellence in professional service, (e) full use of resources of the schools in evaluating qualifications of applicants, and (f) permitting certain critical factors to veto an applicant's eligibility even though all others are of a satisfactory order.

Function of the Bureau of Teacher Personnel. The Bureau of Teacher Personnel will continue to operate as the sole agency within the schools for determining: (a) the eligibility of the applicants, and (b) the ranking and listing of eligible applicants.

Determining Eligibility for Listing. The following factors or points must be satisfied before an applicant can be considered eligible for listing:

- General training and education. An applicant must have been graduated from an accredited institution of higher learning and be in possession of a degree, or eligible to receive such a degree at the next commencement.
- Academic achievement. An applicant must have maintained a scholarship average of: (1) not less than 85 (B) in student teaching; (2) not less than 80 (B—) in other professional training; (3) not less than 85 (B) in the teaching field; and (4) not less than (80—) in his total academic and professional fields combined.
- Distribution of academic work. An applicant must have satisfied state and local requirements in his major and minor fields of study.
- State certification. An applicant must be in possession of an Ohio state certificate consistent with the position for which he is applying.
- Professional experience. An applicant must have had a full year of contractual full-time teaching experience, under organized professional supervision, related to the position involved. The student-teaching year of the Teachers College, University of Cincinnati, is to be deemed a satisfactory equivalent.
- Recency of Training and Continuous Study. An applicant must have satisfied the requirements of recency of training and study which Cincinnati teachers observe in keeping abreast of the salary schedule.

Listing and Ranking of Applicants. All applicants who have satisfied the requirements of the foregoing 10 points and factors will be eligible for inclusion on the appointment lists. Certain factors will be used in the construction of the

composite scores, which are necessary for ranking in the appointment lists. The factors to be used are as follows: (1) scholarship, possible maximum weighted score, 20; (2) cultural examination, 35; (3) oral interview, 30; (4) references, 15; total, 100 points.

Under the procedure, the appropriate division head will nominate for appointment, to the superintendent of schools, applicants for the positions to be filled. He will select one of the highest three on the appointment list. The division head will request the Bureau of Teacher Personnel formally to restudy the applicant and to determine his eligibility in terms of the information at hand.

TEACHERS' SALARIES

♦ Biloxi, Miss. The school board has adopted a supplementary budget to finance increases in salary for teachers. The schedule calls for 5 per cent increases for salaries amounting to over \$150 per month; 10 per cent for those ranging from \$100 to \$150 per month; and 15 per cent for those up to \$100 per month.

♦ Fond du Lac, Wis. The school board has approved a resolution, providing for a pay increase of approximately 4 per cent above the base salary schedule to regular teachers, and 3 per cent to elementary principals. A few special teachers and employees in administrative positions, will receive increases of \$5 per month. The increases do not apply to teachers whose salaries are \$2,800 for the current year.

♦ Sturgeon Bay, Wis. The school board has voted to pay bonuses of \$80 to teachers as a cost-of-living increase for the balance of the school year.

♦ Madison, S. Dak. The school board has approved cost-of-living increases for teachers. The over-all average increase will be about 8 per cent. A part of the cost of the increases will be absorbed by a reduction in the number of teachers, which will be possible due to reduced school enrollments. No essential services of the regular school program will be curtailed.



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Teachers' Salaries

SALARY INCREASES FOR PROFESSIONAL STUDY

The school board at Montville, Conn., has voted to increase the salaries of members of the teaching staff. All new teachers with four years of professional training will receive a maximum salary of \$1,550 per year, to be reached by annual increases up to the maximum of \$1,550 at the end of the eighth year.

Teachers in service for more than one year, and having a four-year degree, will receive increases of \$75 up to the maximum of \$1,550. All first-year teachers automatically go to the second step in the schedule as provided.

Teachers who have not completed four years of professional training will be given increases of \$25 for each summer course of $\frac{1}{4}$ year of credit, so that for each one-fourth year of credit earned, a teacher will be entitled to a \$25 increase, until the maximum of \$1,550 is reached.

The salaries of all principals who have completed four years of professional training will be increased to \$1,800, the maximum salary. Principals who have not completed four years of training will be entitled to receive a \$25 increase for each one-fourth year of professional training.

INDEPENDENCE TEACHERS' SALARY SCHEDULE

The board of education at Independence, Mo., has adopted a new salary schedule for teachers, which seeks to establish a base for the equalization of the pay of teachers and to provide a reward for additional training and service.

The schedule divides the teachers into four groups, based on professional training and degrees earned in a college or university. Teachers in Class 1 must have 120 hours of credit; teachers in Class 2 must have received a master's degree from some teacher-training institution (obtained in the field in which the teacher is teaching);

teachers in Class 3 must have received a master's degree and completed 32 hours of additional credit toward a doctor's degree; teachers in Class 4 are those who have received a doctor's degree.

Under the schedule, Class 1 will begin at \$100 per month and will advance at the rate of \$5 per year until the maximum of \$135 is reached; Class 2 will begin at \$115 and will advance at the rate of \$5 per year until the maximum of \$150 is reached at the end of eight years; Class 3 will begin at \$125 and will advance at the rate of \$5 until the maximum of \$160 is reached; Class 4 will begin at \$130 and will advance at the rate of \$5 until the maximum of \$165 is reached at the end of eight years.

Teachers now in the school system, who have less than 120 semester hours of credit, will remain on the salary which they are now receiving, until they present evidence of having completed 120 semester hours.

The class to which a teacher is designated is determined by the transcript on file in the superintendent's office on September first of each year, after the new schedule is effective.

Salary increases will be given according to the advancement of the teacher from a lower to a higher class upon the theory that a teacher is of more value to the district. All teachers are required to take college work in the major subject in which they will teach.

New teachers to be eligible for appointment must give evidence of having completed 120 semester hours of credit.

All minimum and maximum salaries are based on the ability of the school district to pay.

KINGSTON ADOPTS NEW SCHEDULE

The school board at South Kingston, R. I., has recently adopted a new salary schedule for the year 1942, which calls for new minimum salaries in each of the three teaching groups and provides for increases of \$150 per year.

Under the schedule, teachers in the elementary schools will begin at a minimum of \$1,000, and

will advance at the rate of \$100 a year up to a maximum of \$1,500. Teachers in the junior high school will begin at a minimum of \$1,100 and advance at the rate of \$100 up to a maximum of \$1,700. Teachers in the senior high school will begin at \$1,200 per year and advance at the rate of \$100 up to a maximum of \$1,900.

Principals of schools comprising four rooms or less will be paid up to \$200 more than the maximum. Those having charge of more than four rooms will be paid up to \$400 more than the maximum. Assistant principals will be paid a minimum of \$2,000 and a maximum of \$2,600. The principal of the senior high school will be paid a minimum of \$2,600 and a maximum of \$3,200.

PUTNAM RAISES SALARIES

The school board at Putnam, Conn., has adopted a new salary schedule, which raises the minimum salary for all teachers and readjusts the scale for salary increases.

Under the schedule, the minimum for grade school teachers is \$1,000 and the maximum \$1,550. In the junior high school, the minimum is \$1,000 and the maximum \$1,600. In the senior high school, the minimum remains unchanged, but the maximum has been raised to \$1,800.

In readjusting the salary increases, teachers in the grade schools will receive increases of \$100 for the second and third years, and \$50 each year thereafter, until the maximum is reached at the end of the tenth year.

In the junior high school, increases of \$100 will be given for three years, and then \$50 up to the maximum. In the senior high school increases of \$100 will be given up to and including the sixth year, when \$50 increases will be given up to the maximum.

♦ Alpena, Mich. The school board has voted a 3 per cent cost-of-living bonus to all school employees, the bonus to be based on salaries for the current year. The money for the bonuses was obtained from savings made during 1941.



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School Finance and Taxation

A STUDY OF SCHOOL FINANCES IN MADISON, SOUTH DAKOTA

Mr. F. A. Strand, superintendent of schools at Madison, S. Dak., recently presented a report on school finances to the taxpayers, patrons, and friends of the city schools. This report was intended to be informational in character for the benefit of the school patrons and the general public. The report will also be of interest to taxpayers since they are the property owners and pay the taxes. To simplify the understanding of the problems, practically all figures are illustrated by graphs and the reading matter is reduced to a minimum.

The report indicates that the Madison school district is entering a period of unpredictable

financial conditions, with its financial house in rather good order. The cash on hand eliminates the necessity of registering warrants. The school plant is not new, so that it will be necessary to maintain and improve it. If the school plant is properly maintained, no new construction work will be necessary for many years to come.

TEACHERS RECEIVE "LIVING" BONUS

The teachers of the Forest Park public schools, Forest Park, Ill., are to receive the benefit of an economical administration of the school system. The present assessed valuation of School District No. 91 is about 50 per cent of the assessed valuation in 1930 which gives the district only about half the revenue today as compared with 1930. In order to pay the current expenses during the school year 1930-31 the board of education issued \$136,000 worth of tax warrants bearing the interest rate of 6 per cent. The practice of issuing tax warrants as a method of borrowing money to pay current expenses continued until the end of the school

year 1939-40. For the past two years the schools have been able to function without borrowing any money for current expenses. The interest which was paid during 1930 and 1931 on \$136,000 at 6 per cent is over \$8,000. While the total amount of interest paid annually was gradually reduced, this will give the reader some idea of one method of effecting a saving each year.

During the same period of time the school system has kept progress with the more modern educational programs. Kindergartens were introduced and maintained; visual education was re-established; a complete program of physical education has been instituted; a remedial reading program has been organized under a special teacher; and instrumental music has been added. In 1932-33 the board of education adopted the policy of employing only those teachers who possessed a bachelor's degree from a recognized institution of higher learning. Also during the period of time the minimum salary was increased from \$900 per year to \$1,100 per year for beginning teachers.

Earlier during the present school year the superintendent of schools and the board of education recognized the increased cost of living, and in October the superintendent recommended to the board of education that a 10 per cent living bonus be granted to all teachers. The board of education gave careful consideration to the recommendation of superintendent of schools and at its last regular meeting passed a resolution to grant the teachers a 10 per cent living bonus for the school year 1942-43 in addition to the regular salary schedule.

The credit for making it possible to reward the teachers when most needed should go to the careful administration of the superintendent of schools and the board of education. The present superintendent of schools, Mr. Welborn S. Dimmett, has been employed since 1930, and it has been during his administration with the cooperation of the board of education, the schools have been able to make the improvements in the most economical manner.

KANSAS CITY COLLEGES MERGE

Beginning with the school term of 1942-43 the Junior College and the Teachers' College of Kansas City, Mo., are to be merged, bringing an estimated savings of \$100,000 a year to the school district, and at the same time permitting enriched curriculum offerings in each of the two divisions.

Three factors enter into the estimated savings of \$100,000. First, by housing the two schools in what is now the Westport Junior High School, approximately \$32,000 can be cut from the present maintenance and operating expenses. Second, while present plans are for each college to maintain separate administration and courses, there can be some shifting of the teaching staffs to bring a net saving in instructors' salaries of \$33,000. The third factor is to increase the registration fee to \$75 per year on the junior-college level, and that the fee for the senior division be set at approximately the average of fees charged in the five teachers colleges of the state. This will bring an estimated increase of \$32,000.

Economy, however, is not the only gain. A survey shows that 80 per cent of the students attending Junior College will find the new location more convenient. Other advantages will include the combining of two excellent libraries, and the reciprocal advantages of combining laboratory equipment and facilities.

The present pupils of the Westport Junior High School will be absorbed into Westport High School on the freshman level, and the seventh-grade pupils will remain in the elementary schools.

Both the Junior College and the Teachers' College are at present located in the downtown district, and in buildings much older than the Westport Junior High School building.

A committee consisting of Dr. Herold Hunt, superintendent of schools, Mr. R. V. Shores, assistant superintendent of schools in charge of instruction, Mr. J. C. Bond, president of Teachers' College, and Mr. A. M. Swanson, president of Junior College will complete the details of the merger.

School Administration News

DEMOCRACY IN SALARY SCHEDULING

Prior to the present school term, 1941-42, the Mahanoy City, Pa., School District had no teacher salary schedule. Teachers with normal diplomas were receiving salaries as listed: (a) \$1,400, (b) \$1,485, (c) \$1,507, (d) \$1,597, with no apparent reason for this salary variation, and without regard for efficiency, years of experience, and teacher preparation. These salaries were permanent and no provision had ever been made to reward superior work and advanced preparation.

To remove unfair conditions, the superintendent of schools, Mr. H. S. Bolan, appointed a committee of five teachers representing the grades and high school to collaborate with him and the board of education in formulating a salary schedule. This was possible in Mahanoy City because of the cooperative and democratic spirit of the administrators and the spirit of fellowship among the teachers.

After two years of extensive study and research, which was aided by the timely suggestions and criticisms of the superintendent, the committee formulated a single salary schedule. Aiming to be objective, to recognize ability, experience, and preparation and advanced study, it was decided that equal qualifications and equal service based on efficiency and experience should merit equal pay regardless of sex or grade taught. This method has proved to be a most effective way of insuring efficient teaching from an efficient corps of teachers. The claim was made that it removes feelings of injustice, breaks down barriers between elementary and secondary teachers, obviates petty jealousies, but most of all rewards those teachers who act for the benefit of the children entrusted to their care.

When most of the difficulties had been surmounted, the tentative report was submitted to the teachers for their consideration and was amended wherein it seemed to be deficient.

Meanwhile, through the untiring efforts of the superintendent, funds were made available to meet the expense of a salary schedule.

Through the guidance of the superintendent, a salary committee from the board was appointed to meet the teachers' committee. After this meeting another revision of the schedule was made, and the final draft was submitted to the board. Following the recommendation of the superintendent, the school board unanimously adopted all of the recommendations and suggestions included in the schedule.¹

Indeed this seems to demonstrate that far-reaching changes, in both policies and procedures, can be effected in an orderly and peaceful fashion, where the decision to make the changes have been reached by democratic means.

PHYSICAL FITNESS IN PERTH AMBOY

The public school system at Perth Amboy, N. J., has made strides during the past decade toward the improvement of the physical fitness of the youth of the city. In order to reach its goal, the school department under the supervision of the superintendent, Dr. W. C. McGinnis, has set up a balanced program. Every effort is made to correct all possible physical defects, and par-

ticular attention is given to posture and nutrition cases. During the past seven years not less than 1300 students each year have received certificates for teeth corrected. More than 1000 students have had eye conditions corrected. The rate for communicable diseases has been reduced to a point less than 1 per cent of the enrollment.

All public school children are immunized against diphtheria. High school students are tested for tuberculosis, and all positive cases are given X-ray examinations once each year.

A thorough course in health education is maintained for teaching proper health habits and attitudes, and hygiene is a part of the daily program from the kindergarten through the high school. Personal hygiene, first aid, and home nursing are among the subjects taught in the high school.

Annually each year, several hundred students meet the requirement of the Red Cross local branch and receive first-aid certificates upon the completion of their course.

HIGH AND ELEMENTARY SCHOOLS COOPERATE IN LA GRANGE

Although the elementary schools and the high school in La Grange, Ill., are under separate boards of education every effort is made to cooperate in constructive planning for the students who pass from one system into the other. During the second semester the three junior high schools of District 102 will offer an orientation course to all eighth-grade pupils. This course will take up such units as "What is high school for?" "My choice of vocations," "My community and its resources," "What is the American way of life?"

As an introduction to the first unit, Miss Dorothy Banks and Mr. Carl J. Warkow, deans from the Lyons Township High School which is located in La Grange, have been invited to speak to all eighth-grade students and their parents about the work of the high school. Since these meetings come just before the start of the second semester, staff members teaching the new course have an opportunity to make the most of all suggestions made. Later in the spring the eighth-grade students will be invited to the high school to visit the various departments and hear more about the activities.

NEW PROGRAM OF HEALTH AND PHYSICAL EDUCATION

The Spangler High School at Spangler, Pa., has recently developed and placed in operation a new plan for health and physical education. The program may prove of interest to other schools which lack the proper gymnasium facilities but who have sufficient faculty members with certificates in health and physical education.

The high school, which has an attendance of 350 to 400 students, provides four home rooms for girls, in charge of women teachers, and the same number for boys with men teachers in

charge. The health work is carried out in the middle portion of the school term when it is too cold to go outside. All rooms do the health work during the same hour twice a week. The home-room teacher does the work, under the supervision of the high school principal and the supervising principal.

In the fall and spring, when the weather is more pleasant, the home-room groups go outside for the physical education work under the same teachers. All groups are engaged in the health activities during the same hour.

The plan has been found effective in accomplishing a great deal in these subjects which are considered so important during the present war emergency. The school maintains a well-balanced plan, including the general phases of health and physical education, which is conducted at a very low cost.

MILWAUKEE'S SCHOOL-BUILDING PROGRAM

The idea of a long-term building program has been abandoned by the building committee of the board of school directors of Milwaukee, Wis., and in place thereof a two- to three-year program is planned. The committee is actuated not only by the "uncertainties of the times" but also by a reduction in the birth rate which was less in 1940 than it was in 1920. During the interval the birth rate declined from 23.6 per 1000 population to 15.11 per cent.

Owing to the enrollment changes in several sections of the city, additions to school buildings will have to be undertaken. The 1941 state legislature permits the board to levy 0.6 of one mill for construction purposes which will enable the financing of the program agreed upon.

NEW BUILDING PROGRAM IN CORPUS CHRISTI, TEXAS

The public schools of Corpus Christi, Tex., are engaging in a building program of \$1,068,522 to provide additional housing facilities made necessary by the growth in school population due to the location of a naval air station.

The building program which includes six elementary schools, a gymnasium, three additions to the junior high school, and classroom additions to the senior high school, is being financed with an FWA grant of \$905,660 and a bond issue of the local school district.

♦ Breckenridge, Tex. In line with the trend throughout the country, the school board has voted to refund its school bonds. The new bonds will bear only 3 per cent interest, as against the former interest of 6 per cent, which will be a great saving to the board on its indebtedness of \$465,000.

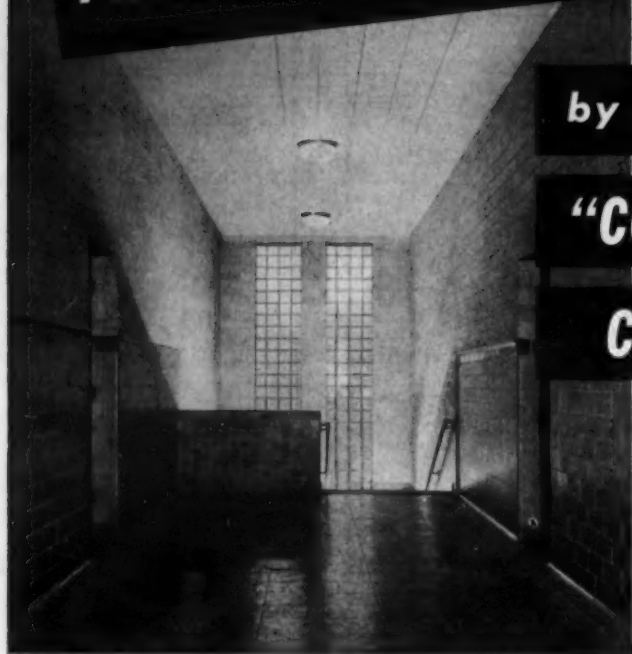
♦ Brockton, Mass. A budget of \$809,730 has been adopted for the school year 1942, which is a reduction of \$32,333 from the estimate of 1941.



The Roosevelt School, Carlsbad, N. M., which has been in service for years, is a thoroughly modern building and is splendidly suited to the progressive education program of the elementary grades. (See pages 33-38)

¹For the details of the Mahanoy Schedule see THE AMERICAN SCHOOL BOARD JOURNAL, Dec., 1941, p. 52.

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(Concluded from page 50)

Adjustment to the war program—This association places itself at the service of the nation in planning and in making such adjustments in educational offerings as may be necessary to the successful conduct of the war. The association advocates that educational agencies render advisory service to all young people under 20 years of age, in school and out of school alike, in order to help them make decisions in reference to such patriotic services as continuing school preparation, work in occupations necessary for defense, and enlistment in the armed forces.

New emphasis on the common good—School administrators will stress the obligation to sacrifice easy ways of life and to achieve a genuine concern for the common welfare. They will seek to inspire sentiment hostile to hoarding and to foster an atmosphere of self-denial and self-discipline. They will plan to develop an understanding of our American neighbors favorable to hemispheric solidarity.

Development of morale—School administrators consider it their patriotic duty to develop a resolute morale by the teaching of good citizenship. They aim to keep so clear in the minds of pupils and adults the fundamental issues of the war that understanding will kindle and keep alight a flaming devotion to the cause of democratic freedom.

Recognizing that the immediate national objective is to defeat our enemies and their purposes, school administrators will not allow controversial matters to distract them from this main objective. Without waste of time they will reconstruct their programs to meet emergency conditions.

The association urged further that the needs of the schools be fully met in order that they may render the services so strongly needed. Qualified personnel, equalization of educational opportunity, and co-ordination of federal aid and local efforts were pointed out as immediate needs. "By providing purposeful direction of the energy of young people, the association will strive to eliminate war hysteria and senseless hate, thus preserving, despite the tensions of war, those attitudes on which alone a stable postwar world can be built, and will continue to develop a real understanding of all peoples and the recognition of the common brotherhood of man."

Morale Building

If Section A of the Tuesday morning general session was highly inspirational in its discussion of "Morale Building," the addresses in Section B by Commander Paul Smith and Colonel B. W. Venable, speaking for the navy and the army respectively, were blunt in their support of greater academic efficiency, particularly for teaching science and mathematics.

Possibly the high spot of the Tuesday sessions was an address by U. S. Commissioner of Education John W. Studebaker, who urged that education at this time is a life and death matter:

We shall go down unless we have education in morale and maintain school morale in the elementary schools, in the high schools, and among the adult population. Civilian morale in a democracy must be built upon the wisdom and understanding of the ordinary men and women and the development of this wisdom is a major contribution of the schools and colleges. Today the schools and colleges are being called upon to organize civilian participation in the educational phases of health, welfare, and related programs, to extend their training programs for workers in the war industries, to challenge the enthusiasm and knowledge of youth in a wide variety of needed school services.

The presentation of the American Education Award on Tuesday evening to Dr. Robert A. Millikan, distinguished scientist and writer of science texts, gave the recipient an opportunity to recall his own educational experiences in the middle west during the 1880's with emphasis on some old but at present needed American virtues of ambition and hard work.

Health Education

Vitalizing the Teaching of Health in the Schools, particularly under wartime conditions and for purposes of national defense constituted an important portion of the Wednesday program. At the morning session, Supt. John L. Brackin, of Clayton, Mo., presented the annual Yearbook, devoted to health in the schools. "Life in China and Relations of America to the Conflict in the Orient" provided a colorful session on Wednesday evening. In a parallel session a series of addresses outlined the specific projects which must be undertaken by the schools for organizing volunteer services for handling the children of migrant war worker families.

The Afternoon Discussion Groups

As in previous years, the convention discussion groups brought together the most practical and immediately usable discussions in such fields as health education, the adjustment of rural schools to present needs, school equipment and supplies, the school library, guidance, school finance, the selection of textbooks, vitalization of health education, forums, and safety education. Possibly the most heartening session, demonstrating the ability of the schools to adjust themselves to any eventuality, was heard on Monday afternoon when seven superintendents and Dr. Lester K. Ade, of the U. S. Office of Education, explained how they had solved the school problems in defense boom cities.

The Final Session

The A.A.S.A. has grown so enormous in size that its business is practically all conducted by the executive committee or by other small groups working behind the scenes. For 1942-43 the association elected as *president*, Dr. Homer W. Anderson, St. Louis, Mo.; *second vice-president*, Charles H. Lake, Cleveland, Ohio; *executive committee member*, Worth McClure, Seattle, Wash.

Among the most delightful and valuable of the meetings held during the convention was the Saturday night session of the National Society for the Study of Education in which were discussed present-day philosophies of education. It is worthy of note that the panel included men of widely differing views, ranging from pragmatism and realism to Aristotelianism and Catholicism. Even so recently as 10 years ago, it would have been impossible to arrange for a meeting that would bring together in friendly debate a pragmatist like W. H. Kilpatrick and an Aristotelian like Dean James L. Haggerty.

School Law

School District Taxation

The taxable property in a dissolved school district's territory annexed to an adjoining district is subject to taxation to pay its share of the adjoining districts' pre-existing debts, in the absence of a statute applicable to such a situation. 70 Okla. Annotated Statutes, § 772.—*Lowden v. Luther*, 120 Pacific reporter 2d 359, Okla.

The statutory right of a taxpayer to inspect the books of a board of school directors of a third-class school district is not unqualified or free from all restrictions, but must be accepted and exercised at a proper time and place, and in such a manner as will not unduly interrupt or interfere with the board in the administration and discharge of its official duties. 24 P. S. § 276.—*Commonwealth ex rel. Eagen v. Dunmore Borough School Directors*, 23 Atlantic reporter 2d 468, Pa.

School District Claims

Where a board of education, pursuant to legislative authority, permitted a theater group to use a school building, which had been erected for the "governmental function" of providing instruction for the children of the town, the school board was not liable for injuries sustained by a patron who fell down a flight of steps located adjacent to the building allegedly because of insufficient lighting at the time of the accident, in the absence of an allegation that the board operated the school auditorium for profit, since no "proprietary power" of the board was shown. N. J. S. A. 18:5-22, 18:5-30.—*Kane v. Board of Education of Town of Montclair, Essex County*, 23 Atlantic reporter 2d 277, 20 N. J. Misc. 7.

Teachers

Where a tenure teacher and superintendent of schools in an Indiana city, who had actual notice of the school board's resolution fixing the date for consideration and determination whether his indefinite contract with the school should be terminated, failed, within 15 days allowed by statute, to make request for a hearing, and the board, in compliance with the statute, entered an order canceling the contract, the teacher's failure to ask for a hearing within the statutory time was a "consent" that the board might decide, without a hearing, whether there was sufficient ground for canceling the contract, the decision of the board was final, and the Superior Court should not have enjoined the board from interfering with his performance of his duties as superintendent, and should not have expunged the record of the board's order canceling the contract. Burns' Annotated Statutes § 28-4308.—*Phillippe v. Axe*, 38 Northeastern reporter 2d 341, Ind.

Under the New Jersey teachers' tenure statutes, in effect when the elementary teachers vested with statutory tenure were dismissed in 1932 by the local board of education for reasons of economy and diminution in number of pupils, the teachers were not entitled, in order of seniority, to teaching positions which were vacated subsequent to their dismissal. N.J.S.A. 18:13-16 et seq., 18:13-19.—*Schlank v. Board of Education of Dist. of Hoboken*, 23 Atlantic reporter 2d 404, affirming *Downs v. Board of Education of District of Hoboken*, 16 Atlantic reporter 2d 197, 126 N. J. L. 11.

The New Jersey laws of 1935, providing that in the event of a reduction of the teaching staff, due to a diminution in the number of pupils in the district, the teacher dismissed shall remain upon the preferred eligible list so that she shall be qualified whenever a vacancy shall occur with full recognition for the previous years of service which is prospective only, evidences a legislative intent that such preference was not implicit in the prior statutes. N.J.S.A. 18:13-19.—*Schlank v. Board of Education of Dist. of Hoboken*, 23 Atlantic reporter 2d 404, affirming *Downs v. Board of Education of District of Hoboken*, 16 Atlantic reporter 2d 197, 126 N.J.L. 11.

The Importance of Maintaining Proper Classroom Air Conditions...

SCHOOL Authorities today recognize that maintenance of desired classroom air conditions is a problem of ventilating as well as heating. Due to the great amount of solar and body heat in an occupied school-room, cooling is the problem which must be solved during 75% of the average school day. Controlled introduction of cooler, outdoor air is the answer, because most schools operate during the months when outside temperature is lower than that indoors.

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School-District Debt

An oral contract by the school board of an independent school district for services of a school superintendent, which provided for a salary of \$2,600 per annum, payable monthly, was invalid and unenforceable under a statute prohibiting any expenditure by such school boards involving an amount greater than \$200, except in accordance with the provisions of a written contract.—*Williamson v. Board of Education of City of Woodward*, 117 Pacific reporter 2d 120, Okla.

The state department of education is made by statute the final arbiter of the propriety of terms of conversion of school district bonds, and the court will not go behind the department's finding in the absence of fraud. Pope's Dig. § 11507.—*Wall v. Eudora Special School Dist. of Chicot County*, 154 Southwestern reporter 2d 12, Ark.

A school district's building fund tax levy, submitted to and approved by the voters for the purpose of creating a balance in such a fund to be used for the payment of the schools' general operating expenses, not the erection of public

buildings, in addition to the maximum general school tax authorized by the Missouri constitution, was void as an evasion of a constitutional limitation. Mo. St. Ann. Constitution, art. 10, § 11.—*Russell v. Frank*, 154 Southwestern reporter 2d 63, Mo.

Where a duty is entrusted to a board, such as a board of education, composed of different individuals, the board can act officially only as such, in a convened session with all the members or a quorum thereof present, and the informal, separate, and individual action of a majority of the board, or even of its entire personnel, will not suffice to bind it.—*Landers v. Board of Education of Town of Hot Springs*, 116 Pacific reporter 2d 690, 45 N. M. 446.

• DR. HARRISON C. LYSETH, of Augusta, Me., has been elected superintendent of schools at Portland. He succeeds the late W. B. Jack.

• LOWELL A. SMALL, of Sterling, Kans., has been elected superintendent of schools at Fort Scott. He succeeds V. M. Liston.

• EDWARD T. N. SADLER has been elected superintendent of schools at New Bedford, Mass.

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LOS ANGELES SCHOOLS COMBINE COMPREHENSIVE ACCIDENT INSURANCE

(Concluded from page 32)

Board Members and Employees Now Have Insurance Coverage

The school-board members, individually and collectively, and all employees are included in the Named Insured, and while performing the duties of their office now receive the broad protection offered under this policy. It is a protection long desired by the employees but which could not economically be purchased by the board of education when it was self-insured on its general tort liability risk.

Other Advantages of Comprehensive Policy

1. In addition to an estimated saving of \$2,200 per year, the school district now has coverage up to an aggregate limit of \$1,000,000 per year.
2. The coverage offered under a single insuring clause and limited exclusions are considerably broader than the protection given under the old policies on automobile, elevator, and boiler explosion risks. The policy gives a certainty of coverage and freedom from a possible loophole or failure to detect some hazard. It provides for automatic coverage without notice to the company.

DULUTH CARRIES FORWARD WAR TRAINING PROGRAM

(Concluded from page 41)

the school physicians. Thirty hours of instruction constitute a course. Two-hour periods are held twice weekly. Successful completion of the course, 7½ weeks of training, qualifies the student for a first-aid certificate.

School nurses are training girls in the senior high division in home nursing. The course

covers six weeks. Classes of one-hour duration are offered twice a week, a total of 12 meetings for each course.

Senior high school boys who are planning on entering aviation later, and particularly those boys who would be enrolling in the Duluth junior college CAA course have been provided with an air cadet program of instruction which calls for definite units of work in higher mathematics, radio communication, internal combustion engines, meteorology, and other phases of ground school subjects. Staff instructors teach these courses. The program covers a minimum period of 12 weeks and is carried on as extracurricular activity.

THIS BUSINESS OF SCHOOL FEEDING

(Concluded from page 45)

formation available. Changes, as always, are likely—but, as usual, are not encouraging to the purchaser. We must all realize that this war cannot be prosecuted to victory without serious hurt to all citizens. We can do our part by cooperating to the fullest in all regulations regarding the use of food.

Our best way of cooperating is to keep informed and make our plans to meet such situations as best we can. There's a big job ahead, a job that cannot be successfully completed without a very serious and radical derangement of our past mode of living. Let's prepare to be hurt, remembering that there are millions of fellow citizens making even bigger sacrifices than we are making.

NEWS OF OFFICIALS

- The school board at Sedalia, Mo., recently paid tribute to the memory of ALLEN O'BANNION, president of the board of education, who passed away on February 17.

- EARL R. STIVERS has been re-elected president of the school board at Rockaway, N. J.

- JOSEPH D. BEDLE has been re-elected president of the school board at Keyport, N. J.

- JAMES FULLERTON BROWN has been elected president of the school board at Park Ridge, N. J.

- MARVIN HARTLEY has been elected president of the school board at Davisboro, Ga.

- DR. D. M. BRADLEY has been re-elected president of the school board at Waycross, Ga.

- H. LINCOLN PAINE has been re-elected for an eighth term as president of the school board at Mansfield, Mass. Supt. B. L. MERRILL was re-elected as clerk and publicity agent.

- The board of education at Palmyra, N. J., has reorganized with LEONARD R. BAKER as president, and MRS. MARIAN L. MALLORY as vice-president. JAMES B. HENSON, CARL W. LUTZ, and GEORGE M. RIVEL have been re-elected as members of the board.

- DR. HARRY A. HART has been re-elected chairman of the school board at West Springfield, Mass. MRS. BEATRICE M. LITTLEFIELD was elected secretary.

- The school board at Whiting, Ind., has reorganized with CARL C. MADDEN as president, PHIL KRAUEL as secretary, and ANDREW KOVACIK as treasurer.

- The school board at Worthington, Mass., has reorganized with FRED SEARS as president, and ARTHUR G. CAPEN as secretary.

- The school board at Greenhills, Ky., has elected FRANK H. SCHULTZ as president, and RICHARD FISHER as vice-president.

- The school board at Columbia, Mo., has elected C. MOSS EDWARDS as president, DR. HUGH STEPHENSON as vice-president, J. R. HALL as secretary, and B. C. HUNT as treasurer.

CALIFORNIA SCHOOL-BUSINESS OFFICIALS WILL MEET

The California Public School Business Officials will hold their fifteenth annual meeting in the Hotel Del Coronado, at Coronado, April 15-18. The theme of the convention will be "The War and the Schools," touching upon such problems as purchasing, building construction, operation and maintenance of plant, insurance, and transportation.

A fine program has been arranged and a number of outstanding authorities in the various fields of business administration will appear on the program. Information concerning the meeting and the speakers can be obtained from Mr. Al P. Mattier, president, Compton, Calif.



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HO-HO-KUS SELECTS A PRINCIPAL

Robert E. Beers¹

Faced with the necessity of selecting a new principal for its public school system which has a pupil population of more than 300, the board of education of Hohokus Borough, N. J., in August of last year decided to devote time and effort to obtain an individual who in their opinion would be best qualified to assume the duties of that educational key man. Of the pupils of the community, about 250, with 11 teachers, are housed in the local school building. This school was built in 1936 and is known throughout the state for its beauty and completeness of equipment. The high school students attend high school in a neighboring community.

The procedure adopted by the Hohokus board was marked by thoroughness at every step. Fifty-seven applications were received, and personal interviews were conducted with 27 of the applicants who were chosen for conference on the basis of data on the standard school application blank, photograph, and teacher college résumés of the candidates.

Interviewing the Candidates

Twelve applicants were called to be interviewed in an evening. Their names were entered on a chart by one of the trustees to make certain that all of the candidates would see all five members. Each board member occupied a separate room in the school for interviewing, and with the candidate's complete data before him, proceeded with certain questions considered to be most pertinent. In general the interviewers tried to find answers to the following questions:

1. What is the childhood background of the applicant in respect to size and economic status of the family?
2. Was the applicant compelled to work his way totally, or partially, through school?
3. Has he any children, if married?
4. What is the candidate's philosophy of education?
5. What is his solution for certain common school problems?
6. What is his conception of the purpose of education?
7. Why did he enter the teaching profession?
8. Why does the candidate believe he can do a creditable job in Hohokus?

Naturally, considerable attention was given to the recommendations covering the candidate's work in his last position, his preparation for teaching, and his progress in postgraduate work. The candidate's personality, of course, was considered an important factor, and his ability to answer a question concisely was looked upon as one indication of his general efficiency.

This process of interviewing continued until

¹Supervisor of Public Relations, Board of Education, Hohokus, N. J.



The Hohokus, N. J., Grade School Building.

27 applicants had been received. Having taken sufficient notes and having studied the records of the candidates, each member, without consultation with any other member, drew up a list containing the names of the six candidates whom he had rated highest arranged in the order of preference and submitted this list at the following informal election of the board. These lists were then tabulated by awarding six points to each candidate for every first place rating received on each of the five reports. Similarly, second-place selections were scored at five points, third at four, fourth at three, etc.

The four individuals rated highest in this manner were invited to come to another informal meeting at which they appeared individually before the board as a whole. After these group interviews were completed, board members reported on individual investigations of the four men, one having been assigned previously to each member. The method of investigation included discussions, with references supplied by the applicant in and about his home town and an attempt was made to obtain the public's opinion of the man in general.

Some Important Considerations

In making their observations the members adopted different tactics but the following points were stressed by all:

1. What did the average person, with one or two children in school, such as the owner of a restaurant, think of the candidate as a principal, assuming that this was his present post?
2. Had he improved the standards of the school while in his present position? (One member here reported a large increase in the number of honor students going to high school from his candidate's school.)
3. Had the candidate improved school-community relations, and was he a respected member of the community?
4. Where references were given to other school people, they were carefully checked.

One board member, while making contacts in a small town, obtained an insight into the satisfactions that can accrue to a real teacher when he was told by the proprietor of the local "brass rail" how their principal had overcome a very disagreeable political situation in that town and so gained respect of his school and community that both combined in a determined revolt when his job was threatened.

After the results of the investigation had been discussed, ballots were cast which resulted in three votes for one man and two for another, the other two receiving no votes. The respective qualifications of these two individuals were then carefully considered and one was unanimously selected for the position.

In this way each school trustee was able to question individually each applicant along the line of his greatest particular interests. Further than that, every person applying was able to meet all of the trustees privately and thus decide better if he really wanted to work with such a board as a whole. The absolute fairness with which the two finalists were arrived at has also been pointed out.

AGENDA SHEETS FOR BOARD MEMBERS

(Concluded from page 24)

classification for the preceding calendar month; the total expenditures to date in each classification for the school year; and the balances in each classification at the beginning of the current month.

In order to give some concrete idea of the manner in which these agenda sheets are constructed, excerpts from agenda sheets are reproduced which have been selected at random from the writer's current year file to show organization and to illustrate content.

Not only do agenda sheets of this type conserve time at board meetings, but they serve to make it possible for the chairman of the board to conduct meetings in an orderly and efficient manner. There is a carefully prepared agenda to follow, item by item. First things come first, and details are taken up in the order of their importance. Few things are overlooked this way. Frequently board members send in items which they wish to have included in the sheets. It is easy to "follow through" after the meeting on actions taken by the board because the entire record is in writing. Even new items brought up at the meeting without prior notice are listed at the meeting with appropriate comments in blank spaces provided at the end of the section, "Items to Be Discussed."

Agenda sheets are easily filed, month by month, and they can be referred to with confidence at any time for trustworthy information about board deliberations and actions. Some board members keep personal files of their copies. It has been found that board members only in rare instances forget to bring their current copies with them to regular meetings. They invariably approve of agenda sheets because, using them, they know they can anticipate meetings conducted with system and dispatch.

WHAT SHOULD SCHOOL DIRECTORS KNOW ABOUT SCHOOL FINANCE?

(Concluded from page 28)

Conclusion

There are two main phases of educational finance which school directors should understand. Local financial administration, headed by the superintendent of schools, involves problems of local taxation, budget building, and the expenditure program. State school finance involves the assumption by the state government of its proper share of the burden of school costs, by distributing to local districts in accordance with a carefully worked-out index of need funds raised through the superior taxing powers of the state. The national average for state support is 30 per cent. Colorado's, at last report, was less than 1 per cent. The critical question is how long school directors and their constituents will stand by and permit the children of the state and the owners of real property to suffer under a completely outmoded form of school support.

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School Buyers' News

New Victor Film Directory

The eighth edition of the Victor Directory of 16mm. Film Sources has won instant approval among educators and school people. Its popularity has been attributed to its completeness, its inclusion of both silent and sound pictures, and its use in the military forces as well as in civilian defense.

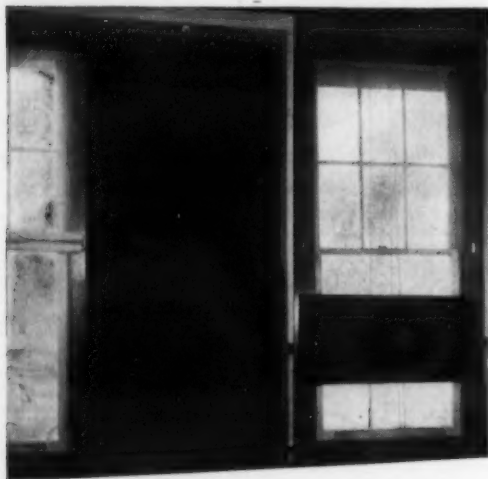
Among the subjects especially treated are A Recommended Classroom Procedure for Using Films, Why This Is the Time to Begin a Well-Defined Audio-Visual Program, The Sound Picture, and Making Your Own Movies.

The booklet offers an easy method of locating the sources of a film in any subject. A copy of the booklet can be obtained at the price of 50 cents, by writing to the Victor Animatograph Corp., at Davenport, Iowa.

A New Darkening Shade

The new Pakfold portable, black, darkening shade, available for any size window, is ideal for all darkening purposes, visual education, laboratories, science rooms, blackouts, in fact wherever desirable to shut the light in or out.

The Pakfold can be used in "dual" or "alternate" shading and makes simple the darkening of



New Draper Blackout Shades.

windows for blackouts or any regular school needs. The Pakfold is made of durable cloth best suited to the purpose.

Literature may be obtained by writing Luther O. Draper Shade Co., Spiceland, Ind.

Fence Facts

This is the title of a 16-page booklet, published by the Page Fence Assn., showing the possibilities that may be achieved by the proper use of fencing for the protection of property at its boundaries.

The various chain-link styles and wrought-iron styles, and their adaptability to various problems, are graphically illustrated by reproductions of photographs of the various types in actual installations.

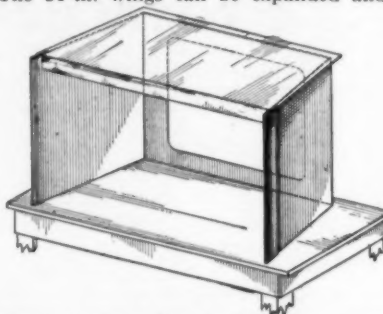
The chain-link style fence illustrates boundary limits for school yards and playgrounds. "School children 'stay put' and play safely behind Page Fence."

Copies of the booklet may be had by addressing Page Fence Assn., Monessen, Pa., or Bridgeport, Conn.

A Screen Shade for Schoolrooms

A screen shade that permits pictures in schoolrooms that cannot be completely darkened is announced by Central Education Association, Green Bay, Wis. It is lightweight and folds away into a storage container when not in use. Black in color, it absorbs reflected light; made of cor-

rugated board, so that the complete shipping weight including the storage container is only 10 lb. The 21-in. wings can be expanded and con-



New Screen Shade for Classroom Projection.

tracted, depending upon the light interference and the size of the audience. It accommodates any table model screen up to 30 by 40 in. Students can see to take notes while the picture is in progress, because the window shades are not drawn. A patent was issued by the U. S. Patent Office, February 10, covering this new screen shade.

New Music Service for Schools

The RCA Manufacturing Co., Camden, N. J., through its educational department, has announced a new monthly service feature listing all the latest Victor record releases, which have been planned as an aid to music educators throughout the country.

The new service is in the form of a record folder, listing each new Victor record of interest to schools, together with a brief description of the musical composition, its author, and the recording artists. Teachers will find the booklet a reliable source of information for providing students with an adequate background in preparation for the actual study of music in the schools.

Teachers and supervisors of music may obtain this free information each month by sending their names and addresses to the educational department, RCA Manufacturing Co., Camden, N. J.

A Letter Forming Tool

The American Type Founders Co. has recently developed a unique type of typographical device for the construction of letters, figures, ornaments, and other typographical devices.



Alpha Letter Forming Blocks.

The Alpha-blox consists of a variety of straight sections, curves, L's and T's, which permit the construction of an unlimited variety of letters and ornaments surrounding letters. The Alpha-blox are furnished in two styles, linear and reverse, which may be used interchangeably, or for two-color work. Both styles are cast in three even-pica sizes: 12, 24, and 36 point.

Descriptive circulars are available from American Type Founders Co., Elizabeth, N. J.

Death of George L. Buck

Silver Burdett & Co., New York, N. Y., have announced the death of their president and treasurer, Mr. George L. Buck, on February 5, in Orange, N. J.

Mr. Buck, who was associated with the firm for 39 years, entered the employ of the company in 1903, and served in various capacities previous to his election as president in April, 1928. He also acted as secretary of the National Textbook Publishers' Council. Mr. Buck was a graduate of Colgate University, in the class of 1901.

Mr. Rice Heads Ginn & Company

Ginn & Co., book publishers, Boston, Mass., have announced the election of Mr. Frederick A. Rice as president. Mr. E. K. Robinson was

re-elected treasurer, and Mr. E. N. Stevens was named clerk and secretary.

Mr. Rice, the new president, succeeds Mr. Henry H. Hilton, who in his 52 years with the organization, played a leading part in the business affairs of the firm.

Mr. Rice is a graduate of Cornell University in the class of 1908, and held a Fellowship in American History, presented in 1908. He joined the staff of Ginn & Co. in 1912.

SHATTERPROOFING SCHOOL WINDOWS IN BOMBING RAIDS

Recent tests in the United States, supplementing experiments carried on in England last year, have established satisfactory methods of treating window glass to prevent dangerous shattering and splintering during bombing raids.

The experience of London subjected to air raids showed that more than 75 per cent of injury to persons was due not to the bombs directly, but to flying glass and other fragments, with glass splinters responsible for more injuries than any other cause.

American experiments were carried on by Arabol Mfg. Co., New York City, makers of industrial and other adhesives under the direction of chemist William Lee. The tests revealed that efficient protection could be obtained by pasting cheesecloth or netting to the inside of the window glass, or by coating both sides of the glass with heavy rubber adhesive. The method of cross-taping windows used in London at the beginning of the war, was found to be relatively ineffective since protection depends upon the amount of glass surface covered regardless of the pattern. The tests revealed that some tape patterns might prove more dangerous than unprotected windows by causing long and narrow splinters of glass.

A heavy, rubber-base adhesive, Mr. Lee said, "has proved its effectiveness both in experiment and in actual bombing. The shortage of rubber, however, plus the comparative high cost of good rubber adhesive even in normal times, led us to seek another method which would combine the same advantages yet not be subject to priority or shortages, and not too difficult to apply at home. We found our answer in net backing, combined with a certain type of paste widely used in many industries for many years."

"Not all types of glue or paste," he added, "are applicable to shatterproofing. Adhesives easily crystallized or affected by temperature and humidity are unreliable. Since the force of the explosion is absorbed by the backing of net or cheesecloth, the elasticity of the paste and the strength with which it holds glass splinters to the backing, is the real measure of protection."

The successful adhesive is available under the name of Arabol Shatterproof Paste. It is recommended with a net backing, or with a backing of black opaque cloth for blackout and shatterproofing. It is easily applied and easily removed. Equally effective are old curtains, bed sheeting, muslin, or similar materials usually around the house. In areas where raids threaten, it is advisable to keep the material and the paste handy. The paste itself is translucent, allowing a pleasant, diffused daylight to come through, and avoiding the unpleasant effect of blacked-out rooms during the day. The raw materials are not subject to priority and are readily available.

SCHOOL-BOND SALES

During the month of February, 1942, school-bond sales were reported, in the amount of \$1,708,300, at an average interest rate of 2.51 per cent. Short-term paper in anticipation of tax receipts were sold, in the amount of \$757,068.

SCHOOL-BUILDING CONSTRUCTION

During the month of February Dodge reported contracts were let in 37 Eastern states, for 214 educational buildings, to cost \$9,383,000.

In 11 states west of the Rockies, contracts were let for 19 buildings, to cost \$1,611,251. Additional projects in the number of 29 were reported in preliminary stages, to cost \$2,606,138.

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Personal News

• RALPH H. WATERHOUSE, superintendent of schools at Akron, Ohio, died on March 15, after a short illness. He was a graduate of Ohio State University, and held the degrees of B.S. and A.M., given by that institution. He was elected superintendent of the city schools in 1934, after serving for nine years as assistant superintendent.

• T. H. HARRIS, state superintendent of public instruction for Louisiana for more than 30 years, died in a hospital, on February 24. He was a graduate of Lisbon Academy, and attended the Louisiana State Normal School at Natchitoches. Mr. Harris was appointed state superintendent in 1908, a position which he filled for 32 years.

• SUPT. E. A. T. HAPGOOD, of Mount Morris, N. Y., has been re-elected for his eighth consecutive year. During Superintendent Hapgood's period of service, many constructive features have been introduced in the local school system, including an enriched school program, industrial-arts courses for boys and girls, club and student activity periods, and an improved program for custodial care and maintenance of school property.

• CHARLES B. WALDEN, formerly supervisor of the grade schools at Merrill, Wis., has been elected superintendent of schools, to succeed George F. Brooks. Mr. Walden is a graduate of La Crosse Teachers' College and the University of Wisconsin, and holds a bachelor of education degree, and a master's degree.

• The school board at Bridgewater, Mass., has been reorganized with JOHN F. SWEENEY as president, H. F. WHEELER as vice-president, and FRED P. TURNER as secretary.

• RICHARD MURPHY, oldest member of the board of education in St. Louis, Mo., died in a local hospital on March 3, following a stroke of apoplexy. Mr. Murphy had been a member of the board for 28 years, having been first elected in 1913. He served as president in 1917-18 and in 1931-32.

• The school board at Bowling Green, Ky., has reorganized with the election of J. G. DENHARDT as president, and W. W. WILLIAMS as secretary.

• The school board at Williamsburg, Mass., has reorganized with W. G. LOOMIS as president, and WARREN E. McAVOY as secretary.

• The school board at Cranbury, N. J., has reorganized with SPENCER PERRINE as president, and NORMAN H. WRIGHT as vice-president.

• SUPT. LOUIS H. C. LAUKHUF, of Mayville, Ky., has been re-elected for a one-year term.

• CLARENCE MOHR, formerly principal of the high school at Clarksville, Mich., has been elected superintendent of schools, to succeed Buell Grice.

• ALFRED CAMPBELL, of Hadley, Mich., has accepted the superintendency at Perry.

• SUPT. JONAS SAWDON, of Grand Ledge, Mich., has been re-elected for another four-year term.

• LLOYD UECKER, of Hudson, S. Dak., has taken over the superintendency at Lennox.

• M. W. MYERS has been elected superintendent of the grade schools at Farmersville, Ill.

• DR. WALTER S. NEWMAN has been appointed Assistant State Superintendent of Public Instruction for Virginia. Dr. Newman was formerly supervisor of agricultural education in the state department.

• L. R. HUGHES has been elected president of the school board at Franklin, Ky., to succeed Mont Breedlove.

• S. P. MINIER, a member of the school board at Tustin, Mich., died at his home on March 5. He had been a member of the board for 23 years.

• FRANK B. MILLS has been elected business manager for the board of education at Euclid, Ohio. His duties will include the management of the school buildings, the purchase of supplies and equipment, and the supervision of the custodial and maintenance staffs.

• HARVEY DUNN has been elected president of the school board at Tenafly, N. J., to succeed J. Spencer Smith.

• The school board at Orange, Mass., has elected EDWIN E. WARNER as president, and John P. Rieg as secretary.

• The school board at Dighton, Mass., has elected H. JUDSON ROBINSON as president.

• ROBERT T. JOHNSTON, president of the high school board at Pontiac, Ill., died at his home on March 4. Mr. Johnston was elected to the board in 1918, and had served as president since 1935.

• HUGO WURDACK, a former member of the board of education at St. Louis, Mo., has been appointed to the board to fill the unexpired term of Richard Murphy, who died recently. He will serve until the next school election in 1943.

• CLARENDON R. SPENCER, superintendent of schools at Ridgeway, S. C., died at his home on February 14.

• SUPT. H. N. HANSON, of New York Mills, Minn., has been re-elected for the next school year.

• SUPT. H. G. RICHARDSON, of Ewen, Mich., has been re-elected for a three-year term.

• W. L. VIKAN has been elected superintendent of schools at Brighton, Colo.

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• MISS FRANCES G. MCKINLAY has been elected superintendent of schools at Conway, Iowa.

• SUPT. R. O. STOOPS, of Jacksonville, Ill., has been re-elected for another year.

• SUPT. BENJAMIN KLAGER, of Bay City, Mich., has been re-elected for a three-year term.

• SUPT. W. R. SUDMAN, of Oakland, Neb., has been re-elected for another year.

• PAUL S. CHRISTMAN, Supervising Principal of Schools at Schuylkill Haven, Pa., has been presented with an honorary life membership in the State Congress of Parents and Teachers.

• JOHN F. FOX, supervising principal of the Bridgewater township schools at Raritan, N. J., has been elected superintendent of schools at East Hartford, Conn. He succeeds P. A. Barnes.

• W. M. OSTENBERG, formerly dean of the Junior College at Coffeyville, Kans., has been elected superintendent of schools, to succeed Dr. Kenneth McFarland. DR. MCFARLAND will succeed A. J. Stout at Topeka, on July 1.

• ELBERTON H. PARKINSON, of Farmington, N. H., has been elected superintendent of schools at Derry. He will fill out the balance of the term of Edward I. Erickson.

• SUPT. W. FRANCIS ENGLISH, of Fulton, Mo., has been re-elected for another year.

• SUPT. J. S. BROWN, of Ludlow, Ky., has been re-elected for his ninth consecutive term, to begin July 1.

• GLENN R. DENNIS has been elected superintendent of schools at Sulphur Springs, Ohio.

• M. W. BROWN, of Eureka, Ill., has resigned and accepted the superintendency at Glenn Ridge, N. J. He will take over his new duties in September.

• SUPT. JAY E. HOLMES, of Spring Lake, Mich., has been re-elected for a three-year term.

• DR. LEONARD B. WHEAT, of Dearborn, Mich., has accepted the superintendency of the Joliet High School at Joliet, Ill. He succeeds MAJOR C. L. JORDAN, who has entered the military service.

• SUPT. EARL H. HANSON, of Rock Island, Ill., has been given a continuing contract, beginning with July 1. The new contract will be continuous until he reaches the age of 65.

• SUPT. W. R. WHITZEL, of Cherryvale, Kans., has been re-elected for a third year.

• SUPT. J. F. HUGHES, of El Dorado, Kans., has been re-elected for a two-year term.

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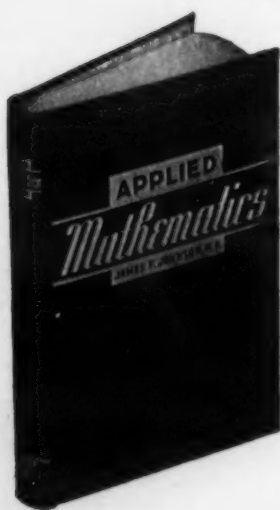
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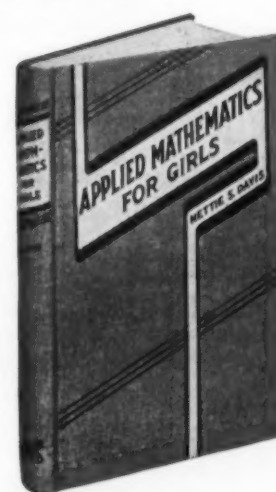


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